

# National Civic Review

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April 1959

Volume XLVIII, No. 4

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- ▶ Planning 'Know How'  
*Alva W. Stewart*
- ▶ Atomic City Gets  
Self-Government



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# National Civic Review

Carl H. Pforzheimer Building, 47 East 68th Street, New York 21, N. Y.

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# '59 All-America Contest Opens

The 1959 All-America Cities Awards competition, now in its eleventh year, was officially opened in March, with organizations and civic leaders in many cities already indicating they will nominate their communities for the honor.

Additional inquiries are being received with indications that more than one hundred communities will be entered in the contest, which is sponsored jointly by the National Municipal League and *Look* Magazine.

A tentative closing date of September 21 has been established. All entries must be received prior to that date.

Contest rules are simple. Any organization or person may nominate a community on official entry blanks, which may be obtained from the League.

The nomination must explain how substantial community progress has been achieved through energetic, intelligent and resourceful citizen action. The emphasis is on the extent to which the people of the community effectively worked for improvement, not on municipal perfection.

The achievements of winning communities in other years run the gamut of thoughtful civic enterprise. Westport, Connecticut, won in 1958 because its

citizens organized and found solutions to difficult problems of urban growth. Clarksburg, West Virginia, won in 1957 because 2500 indignant residents bought a weekly newspaper, won three major elections and materially improved the quality of their local government. In

1956 the awards jury gave the nod to Phenix City, Alabama, citizens for their success in cleaning up a vice situation that had given that community a national "reputation."



George H. Gallup

Nominations will be screened, investigated and narrowed down to 22 finalists by a select committee. The finalists will be invited to send spokesmen to present their cases before the All-America Cities jury, which will hold hearings during the 65th annual National Conference on Government in Springfield, Massachusetts, November 15-18.

George H. Gallup, chairman of the governing council of the League and director of the American Institute of

*(Continued on page 224)*

Largest banquet assemblage ever held in Granite City, Illinois, saw presentation of All-America City award by James L. Singer, representing the National Municipal League, and heard U.S. Secretary of Labor James P. Mitchell make the principal address.



# ND PARK

AMERICA CITY



Earl Kribben (center) and James C. Worthy (right), League Council member and regional vice president, respectively, teamed up to present the award to Highland Park, Illinois. Others in picture above are (left to right) Theodore Cornell, Jr., president, Highland Park Civic Association; Mayor Robert Cushman and John Muhike, manager, "Look" Chicago bureau.



In photo at left, Carl H. Pforzheimer, Jr., (right) League treasurer, presents All-America Honorable Mention certificate to Tarrytown's Mayor John Nagle as William Johnson looks on.

—Courtesy Macy Westchester Newspapers

Future voters shared honors in Granite City, Illinois, ceremonies (below) with presentation of trophies to Carol Wood and John Michaels, chosen by fellow high school students as All-America representatives. President Sam L. Meyer of Tri-Cities Chamber of Commerce hands over trophy as James L. Singer, representing League, looks on.



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## Editorial Comment

# Better and More Beautiful

*We will transmit this City not only not less, but greater, better and more beautiful than it was transmitted to us.*

UNFORTUNATELY the urbane sophistication of twentieth century America too often scorns expression of civic idealism such as the oath of the Athenian city-state or, in any event, would be embarrassed to use it.

To be sure, unlike Athens, the modern city cannot claim the total allegiance of the citizen. Today's patriotism is associated principally with the nation. There is a certain allegiance to Alabama, Oregon, Massachusetts or another of the 49 states. If there is loyalty to a city, it tends to be narrowly restricted to one's own neighborhood whether this be within a large city or a suburban village or a county-seat town.

The problem of local loyalties has become indescribably complex in metropolitan areas. Unquestionably the outpouring of civic energies on behalf of school districts to build new schools or raise teachers' salaries has cemented loyalty to some of the suburban school districts and made it difficult to effect rational programs of school district reorganization.

In some areas the fraternal involvement of citizens in the volunteer fire company has engendered an almost passionate loyalty. The fights waged by villagers to preserve the character of their neighborhood against "down" zoning or against a particular route for an expressway

intensify the local loyalty. Residents of central cities tend to fight similar battles against various programs on a fairly restricted basis, and their loyalties too tend to be restricted.

There are positive values associated with participation in the affairs of neighborhood councils, villages and school districts, of course, but in the highly mobile life of today and tomorrow the loyalty to the "city" cannot be limited to such parochial attachments. Luther Gulick, in this issue of the REVIEW (see page 174), calls for "new lines of thinking" made necessary by modern metropolitan life. At the heart of these is the need for a new kind of "regional loyalty." This need not replace the desirable attachment to a small residential community.

Many more people are New Yorkers when they are in San Francisco than they are when at home. When near the Golden Gate, one says he is from New York, not from Mamaronock, Montclair or Manhasett. At a distance it seems meaningful to talk about the New York region—to talk about the virtues of its commercial, financial, cultural and recreational resources as well as the charm of the residential suburbs. If only this regional loyalty were as strongly expressed when New Yorkers are at home it would be easier to promote measures designed to strengthen the total community such as the urban renewal programs which General Nelson discusses also in this issue (see page 180), or to make greater progress toward developing

regional programs to solve the metropolitan transportation or recreation problem.

Norman G. M. Prichard, former chairman of the London County Council, told a number of American audiences a little more than a year ago that one of the primary ingredients of the government of metropolitan London was that "Londoners have a dual allegiance: (a) to the great all-embracing 'London,' (b) to their local district." The vast majority of Americans are "city" dwellers or, to put it another way, live in

an urban environment. All of them have a stake in the economic, social, physical and political vitality of urban America. This requires a re-orientation in many patterns of thought, as Dr. Gulick suggests. Problems of any urban area must be seen as the sum of many parts, not as a series of unrelated fragments. The urban community, the "city," must be viewed and planned as a unified whole if it is to be transmitted to the future "greater, better and more beautiful than it was transmitted to us."

## Crazy Quilts

*Reprinted from Libertyville (Illinois) Independent Register,  
February 5, 1959*

**WE** saw a large, up-to-date map of Lake County the other day. What we saw made us blink.

Like everyone else we knew about the rash of municipal incorporations that had hit the county in the last two years—especially in the south and southwestern sectors. But not until all the new villages were vividly painted in bright colors on a map did we fully realize how bizarre the over-all picture looked.

Never had we gazed upon such municipal configurations. One village had several slender fingers stretching from its center. Another village came in two distinct parts, linked by touching corners. There must have been half a dozen with similarly grotesque shapes carved in crazy-quilt fashion out of the countryside.

Obviously, as the suburban surge continues, more and more such villages will be pieced together. And,

as it continues, we can only see utter bedlam as the ultimate result. We wonder how all these tiny towns will ever be consolidated—as they must be if the problems of suburban life are to be solved economically.

Right now, the outlook is pretty bleak. There is not even a suitable means of consolidating these communities—except if they should mutually decide to do so, and that isn't very likely.

What is needed? We think Dr. Thomas H. Reed, respected expert on metropolitan problems, offers a trenchant answer. Writing in the December issue of the NATIONAL MUNICIPAL REVIEW, he says:

"States must provide a means of bringing about metropolitan integration which cannot be thwarted by the penny-wise opposition of a local clique or wrecked on the shoals of suburban particularism."

(Continued on page 205)

# New Era, New Thinking

Swift transition to metropolitan living calls for bold research, planning and over-all action.

By LUTHER GULICK\*

**T**HERE are times in human history when events force men to change their ways of thinking. There is always resistance to such change for the simple reason that human beings have a greater desire normally to sit tight than to adventure, especially as they grow older and attain positions of respect and power.

We are passing through such a period of great change—the development of a widespread new pattern of human settlement known as the rise of the metropolis. It is my thesis that this change will require important changes in our ways of thinking and acting.

Accordingly, I wish to identify some of the new elements by which we are faced and then to indicate some new lines of thinking which are now demanded of us.

There have always been a few big cities neatly surrounded on the land side by rural regions. They were few and far between. From now on, however, urban agglomerations, running together at their edges, are the

rule. From now on most Americans will be born, grow up, live, work and die in great metropolitan complexes; some in the cities, some in the expanding suburbs, but mostly in urban surroundings. From now on we are an urbanized civilization.

Another aspect of this situation is the rush with which it is coming upon us. The pace of the transition is terrific. It makes it doubly hard to explain the situation when you are out of breath, running to keep up with events.

The size of the urban spread is large beyond all our past experience. Here on the eastern seacoast we hear about a 600-mile "linear city" with 29 million urban people; and from New York, Connecticut, New Jersey and Pennsylvania to the Mississippi River is another industrial belt of dynamic economic characteristics, and immense population magnetism, because of the income and market potentials. The Pacific coast, especially from San Francisco south, is following the same course of development, as are a number of other urban complexes.

Characteristic of this development is a fluidity of population and of economic life. This flow changes the basic structure of the family, the community, social relations, employment choices, shopping, education, communication and political associations. The new metropolitanism profoundly disturbs most of our

\* Dr. Gulick, director of the Government in Metropolitan Areas Project of the Edgar Stern Family Fund, is president of the Institute of Public Administration (formerly director) and of the Governmental Affairs Institute. From 1954 to 1956 he was city administrator for New York City. He is author of numerous books, pamphlets and articles in the metropolitan area and other political science fields. This article is Dr. Gulick's address, slightly abbreviated, before the National Health Forum, Philadelphia, March 19, 1958.

social institutions such as churches, clubs, societies, voluntary hospitals and charities, cultural and recreational establishments, political parties and even governmental operations. Traffic is suddenly snarled, transportation systems are in trouble, schools are overburdened, slums outrun modernization and renewal, water is short, pollution increases and crime breaks out all over.

While this looks pretty bad, don't forget we are producing the metropolis. In all this mankind is reaching for some great individual and social values; but the price at this stage is terrific.

\* \* \*

At the moment statistics haven't caught up with developments, so it is impossible to trace all the factors and compute their significance. Instead, we have to rely on our own feelings and on penetrating and impressionistic observations like William H. Whyte's, *Organization Man*. It may well be a generation before we have a satisfactory description and analysis of what is happening to us in and around the great cities.

It is already evident, however, that we must be prepared to strike out on some new lines of thinking. I want to touch on six of these: (1) The obsolete urban stereotype, (2) the idea of the community, (3) the marks of obsolescence, (4) facilitating transitions, (5) research and planning, and (6) governments to fit.

(1) *The "Wicked City."* Much American thinking is still dominated by the old stereotype of the "wicked city."

Do you remember the song, "Heaven Will Protect the Working Girl"? It is a wonderful ditty of the

1890s telling of the village daughter who went to the city to find work and there met a dandy who took her out to dine along the gay white way. But she was a girl of sterling character and when, after dinner, he suggested a demitasse, she rose up in her virtuous wrath, struck his cheek with the back of her hand, and said:

Stand back villain, go your way.  
I will no longer with you stay,  
Although you be a marquis or an earl.  
You may tempt your upper classes  
With your vill'nous demitasses,  
But Heaven will protect the working  
girl.

Tra, la, la, la.

That feeling toward the city and toward urban culture still exists even in the structure of our state legislatures. Rev. Dr. Truman B. Douglass asked a convention of Protestant ministers: Why has the Protestant Church failed to penetrate the culture of modern cities? Here is his answer:

"There are two major causes. First, there is the huge prejudice of Protestant church leadership in favor of a non-urban culture as being more favorable than city life to the growth of religion and therefore as being in some sense more pleasing to God than the ways of the city. This prejudice has resulted in a radical alienation between the Protestant churches and metropolitan culture.

"The second cause of hostility between the Protestant churches and urban culture is Protestantism's chronic moralism and its insistence on formulating its moral judgments of city life on the ethic of the rural and small-town community. . . .

"The anti-urban bias of Protestantism appears to be rooted in the

notion that the life of man in a city environment cannot be submitted to the judgment and mercy of God in the same way that rural and small town life can be so presented."

This is an extremely penetrating observation. It applies to most of our current high level thinking, including that of a lot of famous planners. Yet it is completely out of date. It is a dangerous anachronism.

I don't say cities are lily pure; but I do say that they are America from now on; they are here to stay; we better make them the wonderful civic resource they can be with their unique opportunities for freedom, culture, selective association and work. From now on, no one can think straight, plan straight, or act straight unless he accepts the metropolis for what it is and embraces the rich opportunities it presents.

\* \* \*

(2) *The Community*. There have been many books written about "the community." But we are just beginning to get the first meaningful analyses of the new *metropolitan* community. As I observe what is happening in the metropolitan regions, I think the metropolis is giving us neighborhoods and also a new kind of regional loyalty. In the great urban region, this new kind of community consciousness is, in the large, more like patriotism than like the neighborhood consciousness of the small town. In the metropolis men are bound together economically, administratively and in the common enjoyment of vast common services and facilities, without knowing each other individually and personally. At the same time, in the suburbs,

within the metropolitan area, and sometimes right in the city, we have small neighborhoods with a high degree of neighborhood consciousness.

In other words, the "community" today is not just one thing. Even in its local setting, it is a split-level creature, with personal, human relations at one level and broad impersonal community consciousness at the other. And most people live on both levels. This new way of thinking about the community is extraordinarily important. To achieve a viable social and political system we need to recognize, foster and build on both of these foundations, not just on one.

Many social ills in the great cities spring largely from the failure to develop normal small neighborhood life. At the same time, the wide problems of water, sewers, river and air pollution, mass transportation and the broader problems of education and culture can never be dealt with by an aggregation of little neighborhoods, however perfect each may be.

The new metropolitan community is thus something different from what we have known generally in the past. We need to recognize it for what it is and build on this new understanding.

(3) *The Marks of Obsolescence*. If we were to list the major points of obsolescence in the dramatically evolving metropolis, we would all name at least the following:

The street pattern, especially in the central business district, fails to meet modern technological requirements, and in the suburbs more limited-access roads are now required.

The mass transportation system is in collapse.

Housing in the central city is unsatisfactory and is deteriorating faster than modern public and private housing is being erected.

In many urban areas water supplies are in danger of falling behind needs, sewerage and treatment works are inadequate and air pollution is becoming a menace. But even in new suburbs many water and sewer systems are makeshifts.

The school plant is behind the needs, especially in the suburban explosions, and school programs for minority groups in the central cities are below standard.

Lawlessness, particularly among youth, is serious in itself, but is doubly significant as an index of deep social failures in the family, the neighborhood, the school, recreational opportunities and other community facilities.

There is scant recognition of the growing need for open spaces and recreational facilities for the future, and many other community needs, like libraries, museums, hospitals, jails, are less adequately met now than they were a generation ago.

We must note also the falling behind of churches, settlement houses and other community social, cultural and recreational activities in the face of growing need.

Finally we must recognize the absence of any comprehensive governmental institutions, spreading over the metropolitan areas, with tax and fiscal systems on which men can lean and through which they can work together to do something about these many elemental requirements.

I cite these marks of obsolescence

because we must not miss their inter-relatedness. One failure hangs on another, making it dangerous to act except on the basis of the whole. And right here we see the essence of the new thinking that is required. The obsolescences are interdependent and will call for understanding and programs of action which are consciously intermeshed, relating task to task, and government action and private enterprise, hand in hand, across the board. This takes new thinking.

\* \* \*

(4) *Facilitating Transition.* I was walking along West 67th Street in New York City, inspecting one of our slum areas, and met one of the most dejected men I have ever encountered. He was emerging up some cellar steps from the little tin and metal working shop he had started in that cellar 30 years ago, he told me. Now he was to be ejected to make way for the vast Lincoln Square development project with its \$205 million in new housing, commercial buildings, opera house, symphony and ballet halls, and a new university campus on 56 acres of now rundown city land.

"Mister, you know what they do?" he said to me. "They take my shop and they tear down all the houses where I fix roofs, gutters, stoves, locks, teakettles and fire escapes. Where do I go? What do I do when everything is new?"

There you have it. A glittering and imaginative achievement of civic action—and the not too old tinsmith pushed out, his business finished along with hundreds of other small businesses. And six thousand families are suddenly displaced.

It hurts me to see the human costs of such transitions. I know it has to be; I am for it;—but I also know we have not done our full job when we give such a man a few hundred dollars to move, take his receipt and drop his name from the file. Other transitions are equally painful.

Most good people underrate the administrative and political difficulties of preventing slumification by government action. You can do only a few things by government action to prevent slums. And you cannot put poor people and large families out on the street to punish the landlord. Once a neighborhood starts downhill, ownership passes into less and less responsible hands, degradation and indecency mount, and no individual owner or tenant can stand out long against the downdrag. This is the reason we must have public action to clear the slums and put an end to the degradation and suffering against which the victims, and the individual property owners themselves, are all but powerless because of the economic maelstrom in which they are caught.

In theory, obsolete housing would go downhill until it is worthless. The health department and the fire department would then ban its occupancy and the owner would sell to someone ready to build good new housing. But in practice this seldom happens. Neighboring properties go down at different rates, so that it is next to impossible to accumulate slum plottages, especially as one estate or one recluse can stand out and kill the entire project, except where eminent domain is invoked.

Without public action, the thing drags on and the price in human

suffering is more than modern society will accept. Thus we justify public action and the use of government funds to shorten the period of transition and to accumulate at one time and place enough plottage to make a considerable development economic and possible.

In metropolitan development, with its speed and scope, there are many other torn ligaments and fractured transitions.

Look what is happening to transportation. Think of the problems now faced by the railroads including especially the lines running through heavily metropolitanized regions of the east and midwest, with their commuter services, facing subsidized bus routes while their rails and terminals are taxed.

I do not conclude that we need public subsidies to smooth all these transitions, but I do suggest that we need a large measure of public, organized concern and, in some cases, facilitating governmental action.

With the new metropolitan pattern, sudden transitions, painful transitions, are inevitable. We need to have our eyes open, and be prepared to act.

\* \* \*

(5) *Research and Planning.* We are well aware of the value of research. But, while pure knowledge is valuable in itself, it becomes useful to our daily life only as it is translated into action. This is the process of planning and the adoption of programs.

In the fast moving, far-flung, metropolitan developments, our problem is like that faced by the owner of a factory who finds that his entire plant is completely obsolete. Shall

he do nothing about it? Shall he patch it up and get a few new pieces of machinery? Shall he scrap it and build a new plant from the ground up? There are two great differences: we are dealing with human beings and voters, not just a plant; and we are operating a complex of social and economic elements, of which government is only the framework, while the balance is a maze of private enterprise and voluntary associations. We do have a costly plant of streets, property lines, water pipes, sewers, public buildings, private buildings and institutions, but these are only the shell within which our social and economic life is organized.

In bringing this shell up to date, we have three possible lines of action. We can let things rock along and "solve themselves," on the principle that friction burns itself out. Second, we can tackle the really serious individual headaches and fix them up, thus making urban life reasonably tolerable, one clear step at a time. Finally, we can start from the bottom, decide what is really going to be needed and then build the new metropolitan structure, carrying along, of course, what is useful in what we already have.

This is the approach of those who believe in research and planning. It is the only rational approach. But we must be modest, flexible and honest with the electorate, so that our programs may have the solid backing of political leadership and of the communities involved.

Perhaps research and planning were luxuries in the past. From now on in the burgeoning metropolitan areas they are a necessity.

(6) *Governments to Fit.* Govern-

ment is the mechanism communities work through when they need to pool large financial resources, systematize activities, induce or compel compliance and reach authoritative decisions on the basis of democratic and responsible political leadership.

These are precisely the things that need doing on a massive scale in our metropolitan areas. But where is the governmental structure to carry the load? We have bits and pieces, promising voluntary cooperative arrangements, state and federal interest in various elements which are involved, but nothing that can really tackle the jobs within the framework sketched above.

\* \* \*

Thus here again, as the result of metropolitan developments, we face the need for new thinking. We need structures of government which can tackle the new problems of metropolitan expansion, can marshal our resources of technical competence, of leadership and of money, and can develop community commitment for long-range plans and programs adequate for the days that lie ahead. Some may think our great need in the cities is water, or sewers, or wider streets, or more schools, or housing. Fundamentally they are wrong. The things we need are brains, character, drive, organization, leadership.

No modern nation which has a five-day week, and talks about a four-day week and more leisure, is too poor to modernize its urban structures, especially if it has 6 per cent and more of the working force unemployed. We are not short of cement and steel and money. We are short of clear thinking, political,

(Continued on page 185)

# Will Our Cities Survive?

Public apathy and resistance to change must be replaced by a virile and vast renewal program.

By OTTO L. NELSON, JR.\*

**W**ILL our cities survive? Of course they will. They must, for the United States has become and increasingly will be an urban society.

The facts are that America has no choice but to live with its cities. How well the cities can adapt themselves to the inexorable processes and requirements of change resulting particularly from vast population increases and technological progress, and how effectively and expeditiously they can learn to renew themselves, are crucial questions. The answers will determine in large part the American way of life in the future and the social and economic progress of our country.

Consider just a few significant facts. The United States is an urban society, with more than 60 per cent of its people living in towns and cities. By 1975 we will have added some 60 million people to the present

165 million. At least 55 million of these will live in metropolitan areas, whose population will increase by some 40 per cent. Each year we are chewing up about one million acres of open land by converting it to residential, industrial or business uses.

To take the most dramatic example, look at the New York metropolitan region, which the New York Regional Plan Association estimates will increase from 15 million in 1955 to 19 million by 1975, or 26 per cent. This means finding a place to live and work in the crowded New York region for four million more people, the number living in the Philadelphia metropolitan region.

It is in the metropolitan area context that we should consider the city of the future. While American suburbia and our exurban sprawl are considered by many as something apart and different from our cities, actually the suburbs have form and meaning only in terms of their relationship to the central city or the cluster of cities that are the nuclei of the area. If there is to be any rational and orderly development of our metropolitan areas—and this must come if we are to avoid strangling our economy—then we must start with the cities that are the heart and nerve center of the region.

And so, for better or worse, the American future is bound up with

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what we do to and with our cities. There are many able and dedicated people who are deserving of much credit for the progress that has been made. There is much energy and interest in urban renewal but unfortunately too much of this program is on paper, not in brick and mortar. In the nine years since Title I of the National Housing Act took effect and offered help to the cities, only ten urban renewal projects have actually been completed. Therefore, the cause of rebuilding our cities will be better served if, after acknowledging that progress is being made, one is critical.

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Probably the greatest obstacle to any effective and expeditious program is public apathy and resistance to change and the seemingly congenial suspicion the building industry has of new directions and technological innovations. Change is in the natural order and is a law of life for everyone and everything. Yet we persist in clinging to the outmoded past. Not only do we tolerate, we even venerate and glorify the outmoded, the obsolete, the unusable and the worn-out in our cities and in their physical patterns. Even from among those who talk bravely and boldly about planning, there are many who end up opposing practical steps for slum clearance because of the pain and difficulty of relocating the slum dwellers involved. In fact, a good question, now being used in a different context in the Pentagon in Washington, is pertinent: "Are you working on solving the problem, or are you a part of the problem?" In the field of urban renewal, all of

us who live or work in our cities can well ask ourselves this question.

In each city urban renewal must begin in the minds of its citizens. Any successful action must begin with a public education program by and of the community's civic and business leaders. There is scarcely a city where the evidences of decay are not obvious. What is needed is for civic and business leaders to create the climate for change—an acceptance by all that each year some part of the city must be renewed and improved. Where this is done, cities will make progress in urban renewal.

Not only must we have public understanding and acceptance of change, whereby the city is constantly and continually undergoing renewal, but also we need to develop this theme to a point where citizens become emotionally involved and, so to speak, get religion with respect to city renewal. Urban renewal can be accomplished successfully only when willingness is combined with an imagination that will produce effective and dramatic change.

Part and parcel of all this is that you must have the kind of government and business leadership at the local level which, by both word and deed, believes in, has faith in, and symbolizes urban renewal in the public mind. In New York City there has been a merger of two influential civic groups to form the Downtown Lower Manhattan Association to replan and revive that congested area. This step followed the convincing expression of faith in the area by the Chase Manhattan Bank in building its new \$80 million home office there.

I have been told by one of my friends in the Urban Renewal Administration of the federal government that his greatest criticism of the program is the tendency of too many communities to submit unimaginative projects that are too small or that do not go far enough in eradicating blight and bringing about the city of tomorrow. You cannot reverse the trends of decay and deterioration except by large-scale and dramatic change.

You cannot renew a part of a city simply by tearing down a few slum buildings and erecting some new housing in its place, with no change in the street or traffic pattern or in city facilities such as schools and parks. The minimum requirement is to select an area big enough to maintain its own social and economic climate and to provide its own neighborhood atmosphere and pattern.

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A wide variety of choices exist, for in nearly every city there are areas that might have been satisfactory parts of the city in 1890 but which have long since succumbed to decay, obsolescence and inhuman overcrowding in grossly inadequate facilities. The task is to select such an area and by painful surgery to transform it into a section where people will enjoy living and working and which will also aspire to standards that will be acceptable in 1990. This is a big order and will take a lot of doing but I doubt if any other approach can and will succeed.

In part, cities have been handicapped in their efforts to initiate a program of adequate scope by the limitations imposed by federal urban

renewal laws. I should like to see the process of renewing our cities unfettered and released from much of the red tape that ensnarls it, and I should like to see the stage set so that the process could be one of a more continuing nature. Undoubtedly my views are conditioned by my own experiences of the past ten years working with city, state and federal officials in urban renewal projects in Chicago and New York where, even with all the good will, sympathy and intelligence of the federal and city agencies concerned, only the hardiest of redevelopment sponsors can survive.

Here are a few steps which, if taken, would in my opinion facilitate the tremendous job which cities have on their hands to renew themselves.

Urban renewal laws and programs should be amended so that a city could gear itself to a continuing program of so many square blocks a year for an indefinite period. By this I mean that a city would delineate or map all or a substantial part of its slum area and then proceed to acquire it by condemnation on the basis of so many blocks a year. I would propose that the costs of acquiring the property by condemnation, of relocating the people residing or doing business therein, and of demolishing the buildings in the area be borne, as at present, on a two-thirds federal and one-third local basis.

I would deliberately separate the clearing of the old and decayed from the job of rebuilding and renewing the area. This is necessary to reduce the problem to one of manageable proportions and also has other advantages. It gets away from arti-

ficialities and legal fictions inherent in our present laws; but above all the healing influence of the passage of time is needed to enable the public to forget the slums of yesterday and to prepare or condition them mentally for a new and attractive part of the city which will emerge.

Cities need a reserve of usable vacant land and the renewal process will work more effectively if there is always a sizable amount cleared and ready for redevelopment. By programming this over a period of, say, five years in advance, the stage is set for the kind of collaboration which must take place if the renewal process is to be really effective.

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In too many places the task of working out a renewal program has been largely in the hands of a planning agency or a slum clearance committee working in a vacuum. This is not to criticize the good work that many of them have done. However, greater collaboration is needed among the city planners, real estate experts, business leaders and local municipal officials. It must be a combined effort enjoying wholehearted community support. Only in this way can a significant segment of a city be completely changed and renewed—as it must if the renewal process is to be effective. And by being completely renewed, I mean just that. It may require a complete new network of roads ranging from arterial highways to pedestrian walkways and plazas, housing of a variety of types but with low land coverage and off-street parking, new industrial and business areas and completely new shopping facilities. It will unquestionably include

schools and parks and other community facilities.

In such a renewal program many new relationships will have to be worked out between business and government. Unless cities are prepared to see their industries and businesses relocate elsewhere, they must participate in land acquisition by condemnation in order to provide sites for industry and business in the renewal process. Business leaders, in order to survive competitively, must become involved in the planning process and use it to insure their own future instead of opposing such programs in a vain effort to maintain an outmoded status quo.

The urban renewal process should be made flexible, with the city being able to determine largely its own program subject only to minimum standards set by the federal government. In the process some of the artificialities, legal fictions and resulting red tape could be eliminated. Here are a few examples.

Take our present system of determining re-use value by an elaborate appraisal process. Cities acquire slum areas by condemnation, paying the former owner a price set by the courts. They then sell the area or part thereof to a sponsor at a lower price, determined in theory by a combination of competitive bidding and of re-use appraised value. Here the flight from reality begins.

I have always felt sorry for the professional appraiser. He has little choice except to look backward and come up with an appraised value based on maximum exploitation of the site and on a record of comparable sales in the past. Such an appraisal may be useful as a pre-

liminary guide for the seller but it does not deserve its present sacred stature. The buyer, which is to say the sponsor, must correct the appraisal figure in two significant respects. First, he must take into account the degree of risk, which is great inasmuch as he has a psychological hurdle to overcome in transforming a slum into a new area. Secondly, he must correct the appraised value by the degree of intended use. It is here that great leeway in re-use value is required. Redevelopers should be encouraged to go as far as they dare in opening up sites by low land coverage, by provision of ample parking and play areas, in short, by providing the light and air and openness that the city of tomorrow must have if it is to be useful and attractive. And so I claim that the re-use value as presently determined by our appraisal system is a major handicap to proper renewal; it tends to shackle the renewal design in terms of outmoded concepts instead of being an incentive to design in terms of the city of tomorrow.

Next is the legal fiction of selecting redevelopment sponsors by open competitive bidding. This is sheer nonsense and about as constrained an artificiality as one could find. In most communities the public agency has to beat the bushes to find even one interested party. Few responsible individuals are willing to spend the time and money required to develop a scheme of redevelopment on the likelihood that they will be the successful bidder at an auction. Here is a situation where a negotiated contract is clearly desirable and in the public interest.

Again, I come back to the all-important issues—the manner of use, the design, the low land coverage, the moderateness of the re-use rentals—those are all infinitely more important than a high re-use price. I do not see how these desirable qualities can be achieved except on a negotiated contract basis. I understand that this is legally permissible in most states though it is not in New York. A bill to remedy this situation in New York passed both houses of the legislature in 1957 but was vetoed by the governor because it was felt this would open up possibilities of corruption despite all the public hearings and approvals by public bodies that are required.

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In fact, I would be tempted to urge that the cities go a great deal further. To renew our cities properly, the local redevelopment authority should undertake a greater role and assume a larger risk. Here is how this could be done.

After the local planning agency has certified a sizable area as a slum, the local redevelopment authority acquires the property and clears the site. Even if the area must be idle and undeveloped for a period of years, this is a proper step and worth the cost of acquisition and clearance—a cost to be borne one-third by the community and two-thirds by the federal government. Then the local redevelopment authority should put in the new streets, arterial highways, schools, public parks, places and plazas, obtain the new zoning and determine the major controlling standards which will apply. Again these costs would be underwritten

one-third by the locality and two-thirds by the federal government. Here I would urge that the federal government's policy should be to encourage local communities to go as far as they feel they can afford.

Then, only after the basic form begins to take shape, should the local redevelopment agency go out and look for customers in the form of private enterprise which will undertake to develop one segment or several in the new area. Only by obtaining a large number of developers, each of whom may play a small part, will the agency be able to get the extensive and widespread participation of private enterprise needed. When it becomes apparent to private enterprise that the area is going to be renewed, and when it realizes the financial stake and the complete faith and backing of the city, then the risk to the private redeveloper is greatly reduced and it will be reflected in the price he will offer.

The city is then in a position to get good competitive offers, but even in this situation I would urge a negotiated contract. The proceeds from the sale of land to private developers would go one-third to the community and two-thirds to the federal government. In short, what I am urging is that the local redevelopment governmental agency operate like a subdivision developer now does in an open land situation. But I would hope it would do a better job in providing the public facilities and the pattern for comfortable living and efficient working conditions which the city of tomorrow requires.

I see nothing dangerous or un-

workable in this kind of cooperation between government on the one hand and private enterprise on the other. In any event, it seems not only necessary but inevitable if the renewal job is ever to get in high gear.

America must have economically healthy and efficiently functioning cities. This can come about only by a virile and vast program of urban renewal whereby cities will continually and constantly renew themselves by casting off the old and by taking on the new. This task, so vital to keeping America strong and so necessary if the oncoming generations are to enjoy the American dream, can and will be done. The program of renewing our cities deserves the effective participation of each and every one of us.

#### NEW ERA, NEW THINKING

(Continued from page 179)

social and business leadership, and appropriate governmental institutions, plans and decisions.

We have exploded into a new era in America, characterized by a new pattern of settlement, the vast sprawling metropolis. These new conditions now require new thinking as a basis for new institutions and action.

If in this we can deal comprehensively with urban obsolescence on the basis of research and planning, ease the painful transitions by foresight and action, build on both levels of community life and create responsible governments to fit these tasks and arouse men's loyalties, we shall see a future for the metropolis not less comfortable, efficient and noble than St. Augustine's dream of the City of God.

# Planning 'Know How'

North Carolina's smaller municipalities obtain necessary technical assistance from the state.

By ALVA W. STEWART\*

**T**WO years ago, small North Carolina municipalities—those with population under 25,000—in need of existing land use surveys, economic base studies, forecasts of population growth and other basic planning studies, faced a serious problem.

Such studies were needed to lay the groundwork for long-range planning but, in practically every case, the cost of hiring consultants to make these studies and surveys was prohibitive unless state or federal aid was obtained to supplement limited city funds.

Federal funds were available to these cities and towns under section 701 of the 1954 housing act as amended by the housing acts of 1956 and 1957, but the act stipulated that funds had to be channeled through a state planning agency authorized to carry on a program of planning assistance. Recognizing the problem and realizing that a solution was available, city officials, joined by numerous state officials concerned with adequate urban planning, appealed to members of the General Assembly to enact legislation creating a state planning agency.

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\* Mr. Stewart, formerly a city hall reporter for the *Asheboro, North Carolina, Courier-Tribune*, and a student of municipal government, has written various articles for *Municipal South* as special correspondent. While taking graduate work in political science at Vanderbilt University in 1956-57, he served as student intern with the Tennessee State Planning Commission.

A report prepared by the State Council of Civil Defense, on a long-range hurricane rehabilitation project in December 1955, recommended creation of an agency "empowered to provide planning assistance to localities" as a division of the State Department of Conservation and Development. A similar recommendation was included in a special study on state planning prepared by the North Carolina Institute of Government in early 1956.

These recommendations resulted in the passage by the 1957 General Assembly of an act creating the Division of Community Planning in the Department of Conservation and Development. The act, which passed both houses with hardly a whimper from opponents, authorized the new agency to "provide planning assistance to municipalities under 25,000 population in the solution of their local planning programs" and to "receive and expend federal and other funds for planning assistance to these municipalities."

The newly created division supplanted the State Planning Board, an agency created in 1935 and still on the statute books, but defunct since 1947 when the General Assembly stripped it of operating funds.

Colonel Harry E. Brown, a retired army officer with more than 25 years civilian and military experience with the federal government, was appointed commissioner of the division.

Early in November 1957, a staff of two trained planners, a draftsman and a stenographer was secured and the division began functioning with offices in Raleigh, the state capital.

One of Brown's first acts was to prepare a six-page mimeographed information sheet explaining what municipalities are eligible for planning assistance, types of studies which can be made under the housing act of 1954 as amended, and performance of the planning studies. These sheets were mailed to the mayor, city manager and executive secretary of the chamber of commerce in each of the more than 200 municipalities affected.

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To date 21 municipalities have had their applications for assistance approved by the Housing and Home Finance Agency and a total of \$60,800 in federal funds has been allocated to undertake planning studies. Individual planning programs in the 21 towns and cities ranged in cost from \$1,100 to \$14,500. Applications have come from every section of the state and from municipalities ranging from 800 to 22,500 in population.

One grant for \$2,200 will be used, together with local funds, to draft plans designed to minimize future storm damage in Carolina Beach, a small coastal community. The grant was made in response to an emergency request for aid prompted by severe hurricane damage last November.

Officials in other cities, cognizant of the need for planning studies, are preparing applications for funds.

Each applicant for federal aid must agree to provide 50 per cent

of the total project cost; the remaining 50 per cent is furnished by HHFA. Unlike state planning bodies in Tennessee and Alabama, the North Carolina agency does not match local with state funds. Brown is opposed to state grants to municipalities on the ground that "towns where officials aren't interested enough in planning to pay 50 per cent of the project costs don't deserve any help from any higher echelon of government." The Tennessee State Planning Commission, the first state planning agency in the south, provides 25 per cent of the total project costs to municipalities whose applications for planning assistance are approved.

Since creation of the division the two planners on the staff have devoted the major portion of their time to analyzing planning needs of municipalities and formulating a concrete planning program based on an evaluation of these needs. Since most small towns have limited budgets which preclude appointment of a professionally trained city planner, the analysis of planning needs must be made by either a consultant or division staff members.

When the type of survey or study needed by the town has been ascertained, division staff members assist town officials in preparing an application for federal funds. To avoid any misunderstanding as to the role of the town and state, contracts between each town and the division are drafted in advance to become effective upon HHFA approval of the project. These contracts describe in detail the planning work to be done, its estimated cost, expected completion date, methods of pay-

ment, approval of consultants' contracts and other pertinent matters.

Once HHFA approves a project, division staff members complete arrangements with officials in the affected town. These arrangements include the selection of qualified planning consultants, use of local staff where applicable and payment of the town's share of the project cost to the division. Because a project is difficult to alter once it has been made part of a written contract, Brown and the two planners on the division staff stress that the city or town applying for federal aid should be sure the planning work described in the application represents the best judgment of officials as to the town's needs and objectives.

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Because of the small staff of the division, the making of surveys, maps and plans is done in most cases by qualified consultants retained by the division. The consultants are chosen after conferring with officials of the municipality to which they will be assigned. The responsibility for seeing that the planning work is performed competently and within the time and cost requirements of the contract rests with the division.

According to Robert Barbour, division administrator, staff members have assumed the role of generalists in supervising the planning projects, while consultants retained by the division to make studies and surveys function as specialists. Where possible, contracts are awarded to North Carolina firms rather than out-of-state consultants.

Planning work authorized by the housing act of 1954 as amended includes basic mapping, aerial map-

ping, population and economic base studies, existing land use survey and future land use plans, renewal area studies, park and recreation plans, neighborhood analysis, central business district studies, thoroughfare plan, school studies, preparation of zoning ordinances and subdivision regulations, and capital improvement studies. Work performed as part of a planning project is expected to make a substantial contribution to the completion of a comprehensive plan of community development.

In addition to analyzing planning needs of municipalities, division staff members have used every opportunity to encourage establishment of a planning commission in towns without such a body. As a direct result of these efforts, planning commissions have been organized in six towns. In many instances, planning commissioners have been the first to recognize the need for studies aimed at providing for the orderly physical growth of their town or city. Division staff members meet with local planning commissions upon request to furnish technical assistance in meeting planning needs. A model ordinance providing for the creation of a planning commission is furnished by the division to any city council upon request.

The Division of Community Planning is far from being an island unto itself. Staff members cooperate with State Highway Commission engineers in formulating thoroughfare plans for municipalities. Queried about the value of this cooperation, a highway commission spokesman declared, "Division staff members

(Continued on page 197)

# News in Review

City, State and Nation . . .

H. M. Ohmsted, Editor

## Vermont Studies State Government

### Little Hoover Group, First Assembly Report

**T**WO notable examinations of the state government of Vermont, in regard to its effectiveness and in relation to various problems facing the state, have resulted in reports and recommendations of interest to the public as well as to legislators and governmental administrators. One of these is the report of Vermont's "Little Hoover Commission," based on an extensive study of the executive branch of the government. The other is that of the First Vermont Assembly, which met during the last week of September 1958 under the joint auspices of the University of Vermont and the American Assembly, connected with Columbia University. It comprised some 50 Vermonters representing many interests, who conferred on many aspects of the state government. Various recommendations in both reports, particularly as to governmental administration, are largely similar.

#### Little Hoover Report

After a year and a quarter, during which studies were conducted and conferences held, Vermont's Commission to Study State Government, otherwise known as the Little Hoover Commission, rendered its formal report to the legislature under date of January 17. It is a 115-page printed document entitled *The Operation of Vermont State Government*, restricted to the executive branch; 135 specific recommendations are made.

The commission was created by the legislature in 1957, and was appointed

on September 20 of that year. It consisted of seven members from various parts of the state, headed by Deane C. Davis of Montpelier. The executive secretary has been Rolf N. B. Haugen, associate professor of political science and associate director of the Government Clearing House, University of Vermont. It had as consultants Cresap, McCormick and Paget of New York City and John D. Langmuir of Concord, New Hampshire. There was also an unpaid advisory committee of professors of political science and economics at four Vermont colleges and six unpaid "task forces" on certain topics (see the *NATIONAL MUNICIPAL REVIEW*, November 1958, page 532, and December 1958, page 568).

The commission found that the state administrative organization consists of 96 separate agencies, including the offices of five officials elected by the people, two appointed by the legislature and six appointed otherwise; twelve administrative departments established by statute; and 71 separate boards, commissions, committees and councils. In addition to the separate boards there are 33 that exist within a department or other agency.

The commission reported that the whole administrative structure lacks cohesion, does not provide direct lines of responsibility and accountability and, in some instances, results in overlapping and duplication of effort; and that inadequate budget procedures prevent effective over-all fiscal planning. It noted that in ten years the state's annual expenditures have risen from \$32 million to \$75 million.

For over-all administration the commission recommended that the governor be placed in his proper role as chief manager of the state's business by: (1) Extension of his term from two to four

years; (2) creation of a department of administration which would consolidate under one head, directly responsible to the governor, those separate agencies and functions most concerned with actual administrative activities; (3) a grant of clear authority to reduce departmental expenditures under the appropriations act, so that the biennial budget can be kept in balance and expenses controlled to reflect changed conditions; (4) reduction in the number of separate organizations under his direct supervision; (5) a drastic reduction in the number of routine "approvals" required of him, and abolition of six ex officio memberships on boards and commissions.

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The department of administration would be established by consolidating eight existing agencies and transferring to it certain functions from six other agencies. Staffed almost entirely by persons already employed by the state, the department would have these divisions: accounting, budget and management, personnel, public buildings, public records, purchasing, and taxes. The personnel division would include a personnel appeals board and a personnel rules committee. The public buildings division would include a state building council.

The major departments would be reassembled and streamlined to gain increased efficiency and economy. All independent small agencies carrying on related functions would be eliminated or else placed in the appropriate departments. In order to create a single line of responsibility and accountability, each department would be administered by a single administrative head.

Nine boards and commissions would be abolished as inactive and the functions of nineteen others would be transferred to various departments. The authority of those remaining would be limited, and all would be placed within existing departments or agencies for budget control and administration.

Numerous changes in budgeting and financial management procedures are proposed, to produce a closely coordinated system, which would be of special value if the legislature declares a policy of budget balancing, as recommended.

Authority would be given the governor and central fiscal officers to take the initial steps leading to establishment of a central data processing service, to give legislators and others information on financial matters and on state operations in general.

Personnel management would be improved by adoption of nineteen recommendations designed to insure better recruitment, training, supervision and control. A division of personnel would be created, headed by a personnel director, within the department of administration.

A central warehouse would be built and operated by the state to house federal surplus property, liquor and a number of general merchandise items. It would permit the state to get lower prices on many items because of bulk buying. State departments and institutions now buy directly, for their own storage, materials and supplies they could obtain from a central warehouse. Control of inventories would be greatly tightened and the new system would include perpetual inventory records. It was estimated that the state could probably operate on about half of its present inventory.

Cost of automobile transportation would be cut by providing state-owned cars for all personnel who drive 20,000 miles or more each year. In 1958 more than 1,000 employees used their own cars on state business at a cost to the state of nearly \$600,000. The proposed department of administration would establish use, maintenance and cost analysis standards for the state-owned fleet to obtain maximum use and efficiency of these vehicles.

Economies in maintenance and repair services on general office equipment and motor vehicles, as well as purchasing

insurance, would be effected by making the purchasing agent responsible for these services for all departments. There would be better opportunity to use the bid system and bulk buying than is the case at present.

The commission emphasized that study and research aimed at administrative improvement should become a continuous and daily function of the state government itself to achieve the best results. For this purpose it proposed appointment of a continuing committee, made up of state officers and employees. It would make recommendations to the governor and the legislature in all areas of administrative organization where the need arises.

In proposing that the state constitution be amended to provide a four-year term for the governor—and also for the secretary of state, treasurer, attorney general and auditor—the report points out that a periodic constitutional amendment commission is to be established this year, and urges that the latter submit these proposed amendments to the 1961 legislature, thereafter to be placed before the people.

#### **First Vermont Assembly**

The findings and recommendations of the assembly are set forth in a 1600-word report representing the conclusions of the majority but not necessarily of all participants.

The assembly recognized that Vermont is experiencing shifts in its population, economic structure and social patterns which are bound to be accelerated in the next few years and to which the government must be adapted. The problems include encouragement of new industry, development of transportation, provision for adequate education and broadening of the tax base.

The state constitution was considered somewhat too resistant to change; it was proposed that the existing ten-year limitation on the initiation of amendments

by the legislature be abandoned and that an additional method of amendment, by a constitutional convention, be provided.

Strengthening of the two-party system was regarded as desirable for Vermont and it was suggested that closed primaries could aid this objective.

Disproportionate representation in the House of Representatives was recognized; it was pointed out that half the state's population is represented by 26 of a membership of 246. Redistricting of the state, with larger units and a corresponding decrease in total House membership, was mentioned as one means of improving representation. Another was the apportionment of House membership to counties on a population basis but with Senate membership equal for all counties.

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Three improvements of legislative procedure, which could result in shorter sessions, were proposed: (1) More extensive research and bill-drafting services, which might well include formation of a legislative research council; (2) early introduction of department bills; (3) rule changes to streamline floor procedure and a general tightening of time limits for committee action on bills.

Other proposals to lighten the legislative load were the granting of greater freedom to local governmental units in the management of their affairs and the delegation of administrative and ministerial matters not of general legislative importance to rule-making agencies of the state, under proper safeguards.

If such reforms do not shorten legislative sessions, split or annual sessions would be favored.

It was further agreed "that legislative election of judges be reconsidered in favor of a selection procedure in which the governor, the public and the Bar Association may play a larger role with, perhaps, the General Assembly having authority to grant or deny reappointment."

As to the executive branch, general strengthening of the executive power was recommended through granting the governor a four-year term, expanding his appointive and removal authority and giving him direct expenditure control.

Boards and commissions were stated to be valuable, but they should be non-administrative and where they have overlapping functions they should be consolidated. They were said to be justified only when they: (1) include areas where sensitivity to public opinion is especially important; (2) are acting pursuant to an express delegation of power by the legislature to make rules or hear appeals; (3) are directed to fact-finding and evaluation.

It was considered desirable that a majority on each board should come up for appointment within each four-year gubernatorial term.

The assembly recommended greater acceptance and strengthening of the merit system, provision for more managerial discretion in hiring and improvement in the processes for removing state employees.

In regard to intergovernmental relations it was stated that the best hope for keeping power at the state and local levels is through improving the efficiency of state and local government. To this end it was recommended "that encouragement be given to the consolidation of towns and villages into more effective and less costly units." A general consolidation act was said to be needed.

Consolidation of operations, such as schools, police, fire, water, welfare and highways, was called a sound step toward consolidation of local governments.

It was recommended that the statutes governing the operations of towns (townships) be revised and codified to simplify and strengthen town government, that the facilities of the state purchasing agent be made available to local officials, and that the state Department of Social Welfare render assistance to

local welfare officials for a reasonable fee.

As to grant-in-aid programs, it was recommended that the governmental unit granting the aid have sufficient control over disposition of funds to insure compliance with minimum standards.

For financing increasing costs for essential services the only adequate new state revenue source was felt to be a limited sales tax, adoption of which should, however, be accompanied by study of and possible revision of the total tax structure. No sources of local revenue other than those now employed were considered available. With respect to the state debt it was felt that a sinking fund should be established.

### **Massachusetts 'Audit' Commission Continues Studies**

The last Massachusetts legislature extended for two years the life of the Special Commission on the Audit of State Needs. According to Professor Victoria Schuck of Mount Holyoke College, writing in *State Government* (Winter 1959), the fact that there was not a dissenting vote in the Senate "reflects the widespread public endorsement of an agency engaged in scrutinizing the full range of state functions and recommending what should be the decisions of the state on the basis of present and future needs."

She continues: "The special commission looks into current programs, bearing in mind their objectives and the immediate and potential finances, and suggests possible methods of achieving the objectives. It is also projecting future substantive programs. Its functions are quite unlike those of the various Little Hoover Commissions—Massachusetts had such a commission for five years—whose attention, valid as it was, focused principally upon reorganizing and improving the administration of already going programs."

The commission consists of nine un-

paid members plus the commissioner of administration as chairman. Two are named by the president of the Senate, three by the speaker of the House and four by the governor. Professor Schuck states that "the appointments have taken into account professional excellence, local interests and leadership, geographic representation, labor, management and party representation." The staff includes a director, associate director and two research associates. Advisory committees appointed by the governor assist from time to time.

Reports have been issued on higher education, disposition of federal aid funds and mental health. One on problems of the aging has also been prepared; an economic development survey and a study of the state's role in urban renewal are under way. Projected are a government operations study to discover how to obtain better coordination among state departments, and a related study of fiscal resources and of prospective state expenditures over the next five years.

### **Better Primaries Proposed For Rhode Island**

An official commission, created in Rhode Island in January 1958 to revise the direct primary law and the general election laws, has included in its final report to the governor and the legislature (February 14, 1959) several steps advocated by the League of Women Voters for the last several years. These would bring the Rhode Island primary closer to the standard of the National Municipal League's *Model Direct Primary Election System*.

The report proposes a June primary in which party members, who have established their membership over a 26-month waiting period, will be privileged to vote, and both parties will do their voting on the same day in the same polls instead of on different days as hitherto. The party managements will be able to en-

dorse candidates and identify them by an asterisk on the primary ballots or voting machines. The recommendation is also made, in line with the *Model*, to require that these nominees be made public seven days before the primaries so as to leave time for opposition nominees to file if the party managements have failed to cater satisfactorily. (The seven-day period is possibly too short, the League of Women Voters having favored ten days and the *Model*, two weeks.) Unendorsed candidates are to be given the right to combine on nomination petitions and have equitable representation behind the rails, which has hitherto not been provided.

If there be no contest for a given office, the party management nominee will become the party candidate without a listing of his name on the primary ballots and, as hitherto, precincts in which there are no contests will have no primaries.

If these provisions are adopted, the Rhode Island and Connecticut primaries will be much alike and substantially identical with the League's *Model*.

R. S. C.

### **State Government Council Holds 14th Assembly**

The fourteenth biennial General Assembly of the States was held by the Council of State Governments in Chicago on December 4 and 5 and was attended by more than 300 men and women from 43 states, the District of Columbia and Hawaii. Most of them were legislators but many state executive officials and legislative service officers also participated.

Among subjects taken up were regulation of atomic energy, problems of the aging, control of water resources, high school organization and curricula, metropolitan government, veterans' programs, assistance to the mentally retarded and federal-state relations. Governor LeRoy Collins of Florida, new president of the

Council of State Governments, made the keynote address, on state responsibilities.

Resolutions adopted included one favoring cooperative state nuclear energy programs; one emphasizing that the states should have primary responsibility and authority for the administration and development of water resources within their boundaries, one welcoming the creation of the Interstate Conference on Water Problems and recommending assistance thereto by the council and one urging governors and legislatures to give early consideration to recommendations of the Joint Federal-State Action Committee, which has issued its second progress report.

### ***Oregon Committee Reports On State Reorganization***

Following investigation and study for more than a year, Oregon's Interim Committee on Government Reorganization has submitted its report to the governor and the 1959 legislature with findings and recommendations on administrative reorganization and, to a minor extent, on legislative staff services.

The joint resolution establishing the committee in 1957 had stressed that "governmental powers of the Oregon state government are dispersed through more than 80 state boards and commissions." It also called for "findings on the advisability of adjusting and reorganizing the government of the state of Oregon for the purpose of securing a higher degree of efficiency in the administration of public affairs and the elimination of needless duplication of effort and expenditure."

The committee's nine members included three appointed by the speaker of the House of Representatives from the house membership, two senators appointed by the president of the Senate and four citizens appointed by the governor. The chairman is Senator D. A. Thiel. Its executive director has been Thomas Rig-

by of the Bureau of Municipal Research and Service, University of Oregon, which bureau provided office facilities, clerical help and other services.

The committee did not attempt to prescribe a comprehensive reorganization, nor to propose changes involving constitutional amendment. It devoted itself to organizational measures that it considered capable of early accomplishment. Judicial organization and administration were not dealt with as another interim committee is considering that field.

It found that Oregon's administrative structure "consists of 125 separate officials, departments, boards and commissions"—six elected officials, fourteen departments or agencies headed by single administrators, and 105 boards and commissions. Approximately 78 are spending agencies, receiving appropriations either from the general fund or from dedicated funds.

As a basic conclusion the committee decided there should be continuing consolidation and strengthening of executive powers and functions under the governor, including a consolidation and reduction in the number of administrative agencies, a tightening of the lines of his control over such agencies and a strengthening of his personal staff to this end.

It was recommended that the governor be given authority to prepare and submit to the legislature plans for reorganization of the executive branch, to become effective if not rejected by either house within 60 days. Such plans could not abolish any constitutional or elective office, nor transfer any function given to any agency by the constitution, nor transfer any function given to an elective officer by statute except by his consent.

A departmental structure with a limited number of major divisions—probably no more than twenty—each under a director appointed by and responsible to the governor, was considered desirable. There should also be appropriate consolidations to reduce the number of units

within each department. Specific departments recommended to be established at this time are one for natural resources and one for revenue—the latter to be headed by a single director in place of the present three-member State Tax Commission.

The report states that the authority of the Department of Planning and Development to undertake planning activities for the governor, along with its industrial promotion activities, should be further implemented; and that the place of the Department of Finance and Administration in supervision of the fiscal operations of the state should be strengthened.

As to state personnel, the committee decided that "the governor's authority over personnel matters should be strengthened in order to provide a more positive and aggressive program of personnel improvement and management in state government and, in combination with a continued strong Civil Service Commission, to provide both stimulus and protection in the advancement of merit system and career service objectives." There should be a personnel director, appointed by the governor, in charge of personnel administration. One of his duties would be the preparation of a comprehensive salary plan for consideration by the legislature. It was urged that training activities in the state service be improved, enlarged and adequately supported.

Boards and commissions, it was held, should be limited generally to research, advisory and judicial functions and, where necessary for such purposes, should be assigned to appropriate departments. To improve the administration of small boards and commissions, staff services should be available to them through creation of a division of licensing services and a revolving fund to finance administrative services to be rendered by the Department of Finance and Administration.

With a view to an improved over-all control and management of the state's capital improvements, particularly buildings, the committee felt "the need of a consolidated advance program that would be subject to legislative and executive review, and of similar systematic review of significant project plans." It also concluded that centralization in one agency of responsibility for construction, space control, operation and maintenance of state office buildings should be provided.

Three recommendations dealt with the legislature. One would direct the Legislative Counsel Committee "to undertake a systematic review of the many largely noncontroversial fields of existing law and to submit to the legislature recommendations in bill form for substantive revision to eliminate conflicts, ambiguities and obsolete matter, and to simplify code structure by combination of similar provisions. . . . The permanent legal staff of the Legislative Counsel should be increased to provide for this program as well as for greater efficiency in bill drafting and codification." It was also recommended that a small research staff be attached to the Legislative Counsel's office to assist legislators and legislative committees, and that the position of legislative fiscal officer be created, to help the legislature review the governor's budget and supervise the state's fiscal affairs.

### ***Longer Availability Urged For Kansas Governors***

As reported in the REVIEW for February (page 79), the Kansas Commission on Constitution Revision recommended a four-year term for the governor, without his being permitted to succeed himself. Chairman Walter E. Sandelius now informs us that at its final session the commission changed its recommendation as to gubernatorial eligibility to two four-year terms. The governor would again be eligible after having been out of office for one term.

### **Discrepancy**

Grand Forks, N. D.—A committee of Grand Forks aldermen suggested the city council reject a petition to abolish the office of city manager after the committee investigated the signatures.

The aldermen said they found 34 duplications, 27 names that were illegible or lacking proper addresses, 65 signatures on one page "obviously and clearly written in the same handwriting" and one "signature" that was not a name at all but an obscenity.

### **Council-Manager Plan Developments**

On March 5 EUREKA, CALIFORNIA, (1956 population 27,951) adopted the council-manager plan 3,416 to 2,710. The plan will go into effect July 1 of this year.

DENTON, TEXAS, (1950 population 21,372) voted 1,489 to 1,038 on February 24 for a council-manager charter, to replace the present commission plan of government. It provides for a council of five elected for two-year terms, the mayor to be chosen from its number. There will also be a utilities board of five members, appointed by the city manager for four-year terms with council confirmation, to assist the council, the manager and the director of utilities in the management of the city's public utilities—water, sewage and electric.

The International City Managers' Association has added four cities, not previously mentioned here, to its list of council-manager municipalities. Two of these adopted the plan by ordinance: BELL (1950 population 15,430) and COALINGA (5,539), CALIFORNIA. Two others adopted council-manager charters: CHURCH HILL, TENNESSEE, (1,741) and FLORIDA CITY, FLORIDA, (1,547).

LITTLEFIELD, TEXAS, (6,540) voted 322 to 233 on February 20 to adopt a council-manager charter prepared by a commission of twelve members. The plan takes effect April 8, 1959. The new city council has five members, including the mayor. The city has heretofore been governed by a mayor and two commissioners.

\* \* \*

The Charter Revision Commission of NORWALK, CONNECTICUT, voted eight to six on March 6 for the council-manager plan. It had previously approved the strong-mayor plan. The reversal is attributed largely to campaigning by the League of Women Voters and a 65-member citizens committee. The charter will be submitted to popular vote in November.

COATESVILLE, PENNSYLVANIA, will vote November 3, 1959, on the question of electing a charter commission.

The City Charter Commission of VAN-DALIA, OHIO, has drafted a new charter which provides the council-manager plan. An election on the proposal is scheduled for April 7.

The League of Women Voters of ALLIANCE, OHIO, after a four-year study of municipal government, has recommended to the City Charter Commission that the council-manager plan be adopted, with a council of nine members elected partly from wards and partly at large on a nonpartisan basis, nominations to be by petition.

FLINT, MICHIGAN, on February 16 rejected a proposal to revise its council-manager charter by a vote of 9,527 to 8,823.

Citizens of BENTON, ILLINOIS, will vote April 21 on adoption of the council-manager plan.

CARBONDALE, ILLINOIS, defeated a council-manager proposal by a vote of 1,693 to 1,503 on March 3.

EVANSTON, ILLINOIS, is voting April 7

on a proposal to abandon the council-manager plan, adopted in 1953. An election was called for by a petition with 1,629 signatures.

A petition with 327 signatures calling for a vote on the question of abandoning the manager plan has been filed in WOODSTOCK, ILLINOIS, which has had the present plan seven years.

WASHINGTON, MISSOURI, voted 811 to 752, early in February, against a proposal to adopt the council-manager plan. A citizens' committee campaigned for the plan and expects to try again next year.

A bill has been prepared for the Kansas legislature by citizens of WICHITA, setting forth a type of city government to include a city manager but also a strong mayor with veto power. The council would include two members elected at large and six from wards. The city commission of TOPEKA has endorsed the bill in principle. Wichita now operates under the state's council-manager enabling act. Topeka does not have a city manager.

The council-manager plan is being urged for FAYETTEVILLE, ARKANSAS, by a group of former officials.

The city commission of GALVESTON, TEXAS, has granted a request of the League of Women Voters for a vote on the question of adopting the council-manager plan at the time of the city election, May 12. There will also be a vote on the question of electing a charter commission, together with an election of such a commission, to serve if it is authorized. The league has been conducting a vigorous campaign for approval of the council-manager plan.

VERNON, TEXAS, rejected a proposed council-manager charter by a vote of 895 to 660 on March 3.

## PLANNING 'KNOW HOW'

(Continued from page 188)

have been extremely valuable in working with our engineers who are responsible for mapping thoroughfare plans in municipalities." The same spokesman admitted that the work of division employees has relieved the commission of much of its responsibility for land use planning relating to thoroughfares. At present division and highway commission staff members are pooling their skills in developing thoroughfare plans in five towns.

Other state agencies whose cooperation Brown hopes to enlist in the near future are the Departments of Health and Public Instruction, Recreation Commission and the State Stream Sanitation Commission. Each of these could contribute its technical "know-how" in helping the division resolve numerous municipal planning problems.

In the eighteen months of its existence, the Division of Community Planning has filled a recognizable need—providing planning assistance to small towns and cities. In the months ahead, the division's activities will be expanded to permit more municipalities to obtain the assistance they must have to solve their planning problems adequately and intelligently. With the continuous cooperation of three levels of government—federal, state and local—the vision of realistic long-range community planning can become a reality.

**Metropolitan Government***William N. Cassella, Jr., Editor*

## **Future of Regional Council Considered**

### **Propose Legal Status and Staff for Tri-State Body**

**PROPOSALS** to strengthen the role of the New York Metropolitan Regional Council, by giving it formal legal status and a central staff, are under consideration by members of the council. The proposals were presented at the council's winter meeting on February 19 by Karl E. Metzger, director of the board of freeholders of Middlesex County, New Jersey, and chairman of the special council "committee on the future."

The Metropolitan Regional Council was established in June 1956 as a voluntary organization of the principal elected local officials of the 21-county area centering in New York City. Its purpose has been to provide a vehicle for a co-operative approach by responsible officials to the solution of common problems. New York City's Mayor Robert F. Wagner has served as council chairman and Deputy City Administrator Maxwell Lehman as executive secretary. It has committees dealing with traffic and transportation, recreation and land use, housing and redevelopment, air pollution and water pollution.

In June 1958 a committee was appointed to explore the question of the future role of the council. This committee held public hearings in Stamford, Connecticut; Newark, New Jersey; White Plains, New York; and New York City to secure expressions of the views of local officials, representatives of organizations and private citizens. In its report the committee stated: "The public hearings indicated overwhelming support of the principle of regional co-operation as demonstrated by the Metro-

politan Regional Council. There was a wide difference of opinion about the degree of authority and power which should be granted the council, but there was unanimity of opinion that the council is performing a useful and important service."

The committee's recommendations were summarized as follows:

"1. The Metropolitan Regional Council should be given formal recognition as a federation of municipal and county government officials. This could be accomplished by having the states of New York, New Jersey and Connecticut enact reciprocal legislation establishing the Metropolitan Regional Council as a tri-state agency and conferring upon it the power to employ a staff to serve as its secretariat. The status sought should be to authorize consultation, research, planning the drafting of regional studies, recommendations and related activities. The council should not seek operating powers.

"2. The council should recommend that the states of Connecticut and New Jersey enact legislation patterned on article 14-G of the general municipal law of New York State. This legislation authorizes a variety of specific co-operative projects to be undertaken by adjoining communities, even across state lines.

"3. A full-time secretariat should be established and given the assignment of carrying out on an expanded basis the activities currently being performed by the secretariat. The secretariat would be the council's essential fact-gathering agency, constantly at the service of council members. It would centralize regional and local information for the use of communities which comprise the council membership. It would constantly study ways of improving interregional cooperation. It would assist all committees of the council, plan and arrange council

meetings, act as the central clearing house on regional matters, advise council members on request about regional matters affecting their communities, perform such research as the council membership and executive board assign to it, and report back to the full council on the significance of regional activities to each council member.

"4. The Metropolitan Regional Council should be supported by all its members. A rate of \$.01 per resident has been suggested. Under this proposal, each unit of government would pay this amount for the population within its borders. Where a county and a city within that county are members, the amount which the county pays would not include the population of the city. The city, in such a case, would pay for its residents separately.

"5. Membership in the Metropolitan Regional Council should be by resolution of the legislative body of the community seeking membership, followed by affirmative action by the executive board of the council.

"6. The secretariat should be assigned to study the most desirable means of effecting equitable membership in the council, making its report thereon available for adoption, modification or rejection after discussion by the council as a whole.

"7. The council should encourage the growth of citizens' interest in regional affairs and the development of cooperative participation by civic organizations in our efforts to formulate plans for meeting the problems of the metropolitan area.

"8. The committee on the future of the Metropolitan Regional Council considers this report a departure point, an interim statement. If agreeable to the council, the committee will continue active and submit another report to the full membership at the summer meeting."

The committee will make a further

report to the council early in the summer. The next report may include a draft of legislation to be presented to the legislatures of the three states.

The committee's recommendations were in substantial agreement with those made earlier by a special committee of the New York Regional Plan Association, chaired by Wallace S. Sayre, Department of Public Law and Government, Columbia University. The RPA committee characterized the Metropolitan Regional Council as "the promising and important beginnings of a leadership institution indispensable to the growth, prosperity and well-being of this tri-state metropolitan region."

\* \* \*

The RPA group suggested that, in addition to identical legislation in the three states giving legal status to the council, congressional approval of an interstate compact recognizing the council as a regional agency be sought. Also, it was proposed "that the council when thus possessed of full legal status and a capable staff, focus its attention and its energies increasingly: (1) Upon the discovery and identification of the region's potential for growth, (2) upon the precise formulation of regional goals which will maximize the usefulness of the region's human and material resources, (3) upon the careful analysis of the region's problems, and (4) upon the development of specific recommendations for solutions to the region's difficulties."

In various statements which were made at the hearings on the future of the Metropolitan Regional Council it was stressed that one of the most important tasks of the council was the development of a regional position on questions which require action by the state and federal levels.

The report of the council's committee pointed out that its "proposal represents what the committee regards as a logical and gradual step in the evolution of inter-

governmental cooperation in the New York-New Jersey-Connecticut metropolitan area. It is not a drastic change. Indeed, it makes no change at all in the present organization of the council, and it grants no more power or real authority to the council than is held now. It does not propose a supergovernment nor does it intrude in any way upon the home rule of the region's counties and municipalities, nor does it impose upon the powers of the states or the federal government.

"The proposed step does, however, give the council greater strength and stature, not only by virtue of the legislative and official recognition which it will have received, but also by means of its secretariat's being engaged in daily attention to the affairs of the region. Under the proposed change in its status, the influence in regional affairs which the council will exert upon the federal, state, county and municipal governments—as well as the authorities, commissions and similar regional agencies—should be stronger and more effective than it is now."

### ***Tennessee League Stresses 'Right to Grow and Serve'***

The 1959 Legislative Policy Statement of the Tennessee Municipal League emphasizes that: "The most crucial and potentially disastrous problem confronting the state is the maintenance of the right and the capacity for municipal government services to expand in order to serve growing industry, business, population and urban territory." It points out that:

"Until enactment of a sound annexation statute in 1955, the built-up fringe area beyond municipal boundaries was a 'no-man's land' in which no level of government—state, county or municipal—had the requisite authority and capacity to provide needed municipal-type services. . . . Since 1955, municipalities are annexing and serving fringe population at

a rate of 33,000 per year and increasing the pace. . . .

"The orderly extension and economical expansion of water, sewer, fire and police protection and the other services require long-range advance planning and huge investments. . . .

"In most cases annexations were preceded by thorough engineering, fiscal and planning studies to determine the scope of facilities and services required and to develop a schedule for providing them. . . .

"In order to have the right and capacity to grow governmentally to support growth of business and population," the Tennessee Municipal League has made the following proposals to the governor and General Assembly:

1. Continuation of the 1955 annexation law which authorized municipalities to annex by two methods: by ordinance of the city governing body, subject to review by the courts on the issue of reasonableness; or by resolution of the city governing body subject to referendum vote in the annexed area. Of 130 annexations in a recent two-year period 119 were accomplished by ordinance.

2. Enactment of legislation to eliminate the present overlapping and conflicting jurisdiction of public utility districts and municipal utilities in unincorporated fringe areas. Municipalities should be given prior right to serve such areas outside the boundaries of cities and utility districts.

3. New legislation should provide that "municipal and cooperative electric systems have a franchise to serve present service areas, with the municipalities retaining their present authority to acquire rural electric cooperative properties in newly annexed territories and having authority to serve industrial sites owned and developed by a municipality."

4. Regional planning commissions created by the State Planning Commission should be given zoning powers in the

unincorporated areas. Under proposed legislation a municipality could by ordinance adopt the zoning regulations recommended by the regional planning commission covering a planning region within three or five miles (depending upon size) of the city limits.

5. Adoption of enabling legislation to implement the constitutional provision for the partial consolidation of municipal and county functions.

6. "Continuation of the present state policy of not providing authority for or requiring county governments to levy county-wide taxes to finance utility and other municipal-type services in limited areas, such as unincorporated fringes."

## **Pittsburgh Group Continues Study**

With the chances of action on a county charter for Allegheny County in the 1959 Pennsylvania legislature "virtually eliminated," the Civic Club of Allegheny County announced a revision of its plans. The county charter committee, headed by J. Steele Gow, Jr., in cooperation with political scientists at the University of Pittsburgh, has developed a questionnaire to be used in a series of interviews with public officials, professional and business men and others. It was stated that the questionnaire would serve "to alert the public through these leaders of opinion to the problems of government within the county" and obtain information regarding support and opposition to plans for local government coordination in metropolitan Pittsburgh.

## **Joint Services Called For by Missouri Study**

A pilot study intended to encourage local governmental units throughout Missouri to effect savings and improve efficiency by performing common services jointly has been released by the Missouri Public Expenditure Survey.

The study revealed instances in which savings could be effected if the city of St. Joseph, Buchanan County and the St. Joseph school district would perform jointly some common functions now being performed separately by each.

The study was made at the request of the officials of the three governmental units. An earlier similar study was made at Springfield, Missouri. Total savings to be realized, the survey said, would depend upon the extent to which its recommendations were implemented. Indicating savings that could be made, the study suggested that the county collect the city property tax since it already collects this tax for itself, the school district and the state. The survey reported that in Springfield and Greene County, where such a plan has been installed, a net annual savings of \$30,000 is realized as a result of the county collecting the property tax for the city.

The St. Joseph study recommended that the city contract with Buchanan County for its assessment and that the city, county and school district establish a joint purchasing authority so that the three units could join in the quantity purchase of common or related items.

Other suggestions were that the three units should cooperate in selection of common dates for elections, in long-range building plans and in the use of equipment. The survey called attention to the contract being negotiated between the city and county to provide health services for both city and county without duplication of services.

The survey commented that adoption of the council-manager form of government by the city and an executive type charter by the county would facilitate elimination of duplicated functions.

## **Crime Data to Be Reported by SMAs**

The Federal Bureau of Investigation will present crime data by Standard Metropolitan (Continued on page 222)

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**County Government**Clyde F. Snider, Editor

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## NACO Adopts County Platform

### Policy and Goals Set Forth for First Time

**T**HE National Association of County Officials, by vote of its membership, has adopted a set of resolutions declaring its official national policy. This "American County Platform," together with a "supporting action program," is set forth in the January 1959 issue of the association's journal, *The County Officer*.

In broad perspective, the platform calls for modernization and strengthening of county government as a means of combating trends toward centralization. Endorsement is given to the recommendations of the President's Commission on Intergovernmental Relations which, after observing that functions which citizens can perform privately should be left to private initiative, declared that use should be made of the level of government closest to the community for the performance of all public functions it can handle.

Home rule, or local self-determination, is declared by the platform to be the cornerstone of American democracy. Centralization has resulted in part from the fact that counties, hamstrung by antiquated statutory and constitutional restrictions, have been unable to act, or to act effectively, and therefore have been compelled to abandon to the state or national government functions which could have been performed more efficiently and economically at the local level. It is essential, therefore, that such restrictions be relaxed or removed.

Counties should be free to devise in large measure their own internal organization, either under a charter or under general law. Sufficient flexibility should

be provided by general law to make possible the accomplishment of simple administrative modernization without resort to a charter.

As regards county-federal relations, the platform endorses federal-aid programs and recommends their continuance and liberalization in such fields as airport construction, slum clearance and highways. Federal control over aided programs, however, should be kept to the minimum; and in the field of education the association is opposed to federal aid. "The financing and full control of educational facilities within the states are rightfully the sole responsibility of the states and the political subdivisions thereof." Federal and state civil defense programs should be built around the county as the basic civil defense unit.

Dealings between counties and the federal government should, when possible, be channeled through an appropriate state agency; but establishment of a federal department of urban affairs is opposed on the ground that it would further weaken the states and tend to create an unwieldy bureaucracy. The association favors payments by the federal government to the counties in lieu of taxes on federally owned real estate; and any movement toward federal taxation of county bonds is decried.

In its action program the association outlines some of the means by which its platform can be implemented by its own staff and committees, its functional affiliates, regional districts, and the state associations of county officials. It is recognized that certain parts of the platform may not be supported, or may even be opposed, by some of the state associations. Each such association, however, is called upon to give its specific endorsement and support to those portions of the program which it believes to be in the best interests of its state.

This is the first time since its organization in 1935 that NACO has formulated and set forth a comprehensive statement of its national policy and goals. The platform, if vigorously implemented in the manner suggested in the action program, should enhance substantially the association's influence in local, state and national affairs.

## No Counties In Alaska

Students of county government in the United States will undoubtedly follow with interest developments in the newest state of the union, Alaska. The state's new constitution, drafted in the fall and winter of 1955-56, makes no provision for units of government designated counties. A member of the Public Administration Service staff who helped draft background papers for the Alaskan constitution told this writer: "The only definite thing that you can say about counties and the Alaskan Constitutional Convention was that they did not want them." Nevertheless, the significant features of local government in the state of Alaska lie not in the name "borough," but rather in the attempt to provide a scheme of local government "based on natural geographic, economic and social communities large enough . . . and with sufficient resources." Except for perhaps psychological reasons, boroughs could have been designated as counties.

Article X of the constitution of the state provides in Section 2: "All local government powers shall be vested in boroughs and cities." Section 3 adds: "The entire state shall be divided into boroughs, organized and unorganized." Further it is provided that an organized borough shall be governed by an assembly composed of members drawn from city councils and from areas outside of cities. Neither the size of the assembly nor provision for further elective officials is made in the constitution. The size of

borough assemblies "shall be established by law or charter" and, with home rule provided for, a borough could organize without any elective administrative officials whatsoever. The proliferation of special districts with taxing powers is prevented; the constitution vests all taxing powers in the boroughs and cities and provides that service areas may be established only by action of a borough assembly in an organized borough or of the legislature in an unorganized borough. No constitutional debt limitations are placed on borough governments. Finally, to deal with one of the most difficult of local government problems, the constitution provides for a boundary commission in the executive branch of the government to provide rules for the adjustment of boundaries or even to make changes in boundaries subject to veto by the legislature.

The Alaskan constitution represents an intelligent attempt to depart from the village-city-township-county-special district pattern found in many of the older 48 states. Most significant, however, is the fact that Alaskans have made an attempt, on the local level at least, to insure that local government financial powers will be consistent with local government needs and thereby diminish the chances for a proliferation of special government districts. At the same time, the constitution does allow boroughs to meet special needs by creation of service areas, presumably to be abolished when the need for them no longer exists. Of course, the financial *modus vivendi* between the state and borough governments may prove as difficult as the state-local financial problems in other states.

Alaskans undoubtedly chose not to have counties for many reasons. The county is widely criticized in the United States. Alaska, unlike Hawaii, never had counties while a territory. The vast geographical expanse of Alaska covered by a sparse population militates against the traditional organization of counties.

Urban areas have by and large dominated the government and politics of Alaska. Canadian, and to some extent British, experience in local government influenced Alaskans.

The Alaskan borough system, nevertheless, will bear watching, for it represents, in fact, an attempt to provide for the urban-rural local governmental needs in a way that reflects the reform ideas of students of local government. State-city-county relationships, such as are provided in the state-borough-city relationships of Alaska may be the solution to much that ails rural local government in the United States.

BRUCE B. MASON

University of Illinois

### **Minimum Standards Urged For California Peace Officers**

A major step toward improvement of county law enforcement in California was taken in November 1958, when the board of directors of the County Supervisors Association of that state approved a set of minimum standards for peace officers.

Described in the association's *News Letter*, the qualifications which counties are urged to require in the recruitment of such officers include: (1) United States citizenship, (2) minimum age of 21 years, (3) freedom from felony conviction, (4) freedom from any criminal record as evidenced by a checking of applicants' fingerprints with local, state and national fingerprint files, (5) good moral character as determined by a background investigation, (6) high school graduation or demonstration of equivalent education by passing a test administered by school officials, and (7) freedom, to be determined through examination by a licensed physician and surgeon, from any physical, emotional or mental condition which might interfere with proper performance of the duties of a peace officer.

After appointment and before assign-

ment to law enforcement duties every person who is employed as a full-time salaried deputy sheriff and who has not previously had such training, should be required to receive a course of instruction in basic police subjects such as law of arrest, law of search and seizure, law of evidence, firearms, report writing, rights of citizens and public relations. Both the CSAC and the League of California Cities are giving serious attention to developing adequate training facilities for both recruits and veteran peace officers as a means of assisting local governments which do not maintain their own schools. Among the methods of training under consideration are roving teams of state instructors and regional academies financed jointly by cities, counties and the state.

The association's directors believe that, unless counties demonstrate their willingness to adopt voluntarily minimum standards for recruiting and training, the state legislature is certain to impose standards on a mandatory basis. Such state prescribed standards might be unreasonable and in any event would constitute a setback to local self-determination.

### **Baltimore County Issues Report**

In a handsome brochure entitled *Baltimore County Meets the Challenge: A Century of Progress in a Single Decade*, the county executive of Baltimore County, Maryland, makes his first annual report. Embracing some 60 pages of picture and story, the report sets forth in attractive fashion accomplishments of the county's government from 1948 to 1958.

The home rule charter adopted in 1956 provides for an elective county executive who in turn appoints, with approval of the county council, a county administrative officer who is responsible to him. The county administrative officer appoints department heads with approval of the county executive, serves as the

county's chief budget officer and performs various other functions of a managerial nature. In establishing this setup, Baltimore apparently became the first American county to adopt a plan of government essentially similar to the "mayor-administrator" plan which has recently been inaugurated in several of the nation's larger cities.

Reporting to the public is a field in which little is yet done in most counties. The Baltimore report is a welcome addition to the documents, all too few in number, which represent a sensible approach to the problem of public relations.

### ***Wisconsin Supervisors Ineligible for Pensions***

According to *Wisconsin Counties*, the state attorney general has ruled in a recent opinion that members of county boards of supervisors do not qualify for membership in the Wisconsin retirement fund even if the counties served are participants in it. Supervisors are to be considered as officers of the respective cities, villages and towns from which they are elected rather than as officers of the county even though their service to the county does not qualify them for participation as municipal or town employees. However, service of a supervisor as chairman of the county board or as a member of the county highway committee may qualify him for membership in the retirement fund if his county is a participant in the fund.

### ***County Medical Examiners Appointed in Texas***

*Public Affairs Comment*, publication of the Institute of Public Affairs of the University of Texas, reports that two Texas counties—Bexar (San Antonio) and Harris (Houston)—have adopted the provisions of the Texas medical examiner act of 1955. This empowers any county of more than 250,000 population to establish a county-wide medical examiner system by action of the county commissioners court.

Texas counties do not have elective coroners, the usual functions of the coroner's office being performed by justices of the peace. Upon establishment of a medical examiner system under the optional statute, those functions are transferred to an appointive county medical examiner who is required to be a physician and, to "the greatest extent possible," is to have training and experience in pathology, toxicology, histology and other medico-legal sciences. The medical examiner appoints necessary staff with approval of the commissioners court.

In both Bexar and Harris Counties the new system appears to be producing gratifying results at reasonable cost. Two other counties—Dallas and Tarrant (Fort Worth)—have populations which bring them within the statutory authorization but have not acted thereunder.

### **EDITORIAL COMMENT**

(Continued from page 173)

He goes on to point out that Virginia has made strides forward regarding annexation by leaving the decision of the "necessity and expediency" of annexation to the judgment of the courts. But even the Virginia laws fail, he says, to extend this let-the-courts-decide concept to the realm of metropolitan integration—where one town absorbs several others, abolishing duplication and concentrating efforts.

Illinois is lagging far behind in this problem. Some action is expected during the current session of the state legislature on making annexation easier. We think legislation on metropolitan integration should be considered as well. We may not want to use such legislation at the moment but, as the area continues to grow rapidly, we may need it desperately in the near future.

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**Taxation and Finance***Jackson Phillips, Editor*

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## **N.Y. Authorities Borrow from State**

**Repayment, say Critics,  
Would Aid 1959 Budget**

**A** SIDELIGHT controversy to New York State's 1959 budget battle has been fostered by revelation of the state's policy of lending state funds to public authorities. Theoretically, authorities are not financed by state funds but pay their own way by collection of charges for use of their facilities. Critics contend that in no event should public authorities be allowed to draw on state funds, particularly at a time when the state faces shortages. The question has even been raised as to the legal and constitutional soundness of the practice.

The magnitude of New York's loans to its public authorities was pointed out recently in a *New York Times* story. It was noted that the State Thruway Authority recently had to obtain another year's extension of its \$76 million loan from the state and that other public authorities, established to be self-supporting, owe the state approximately \$30 million. The Thruway Authority loan caused the greatest dispute because a number of observers felt that if the authority sold its bonds, as it is authorized to do, it could repay the state and thereby lessen the need for the state to impose new taxes. The state's budget director reportedly acknowledged that such repayment would assist this year's budget but that it would only postpone the problem of new revenue to next year.

The first Thruway loan was negotiated in 1951 to enable it to make a start on construction of the cross-state toll facility without waiting for the sale of bonds. In 1954 the authority agreed to pay the money back within 30 months. The day before repayment was due the

authority and the state's budget director agreed that the financial market was not such as to allow the most favorable terms for the sale of the bonds. A supplemental agreement was entered into by which the Thruway Authority was to repay the state by April 1, 1958, and was to pay interest of 2.6828 per cent on the loan. In October 1957 the authority obtained another extension, to April 1, 1959, with interest this time at 2.90 per cent. In February 1959 the authority obtained still another extension, raising the question in the minds of critics as to just when it and the other authorities intended to get round to returning the tax-raised funds to their originally intended purposes. The state funds on loan are derived from its reserves.

The Thruway has not yet become a marked financial success, although most observers are not seriously concerned about its future. Its present long term financing is partly in the form of general obligation bonds and partly in revenue bonds, with the latter having the first claim on revenues. Thus, because the facility is earning sufficient funds to service the revenue bonds by a wide margin and because state funds are pledged to pay any shortage on the general obligation bonds, no concern has arisen over debt service, particularly because the facility is regarded as not yet being complete. In addition the authority recently raised its rates so that additional improvement in revenues are expected.

The Thruway Authority is blocked, however, in raising funds through the sale of bonds to pay the state. State law sets its maximum rate of interest at 3.5 per cent, but everyone agrees that all things considered it would have to pay a substantially higher rate in today's market. It is reported that legislation has been introduced to increase the interest ceiling on its bonds. In addition to the \$76,083,-

000 loan, it owes the state \$4,783,148 in accrued interest. It was pointed out that the authority did repay the state \$25.9 millions in 1954 to cover the entire cost of Thruway construction prior to the creation of the authority in 1950.

Other state loans to public authorities included \$15.3 million to the Jones Beach State Parkway Authority, \$7.5 million to the Ogdensburgh Bridge Authority, \$2.9 million to the State Power Authority, \$2.4 million to the Whiteface Mountain Authority, \$500,000 to the New York State Bridge Authority, and \$300,000 to the Northwestern New York Water Authority. Unlike the Thruway Authority loans, these state funds are lent interest free.

## Florida Seeks to Repeal Full Value Law

An effort to repeal the controversial full value law in Florida is reported to be imminent. Representative William O'Neill of Marion County said that the law is impractical and that he would ask the legislature to repeal it. He plans to introduce a bill which would write into law certain criteria by which county tax assessors would assess real estate. He proposes that 1943 be used as a base year for tax assessments and that consideration be given to use of property, cost and current market value, replacement value of improvements, income produced by the property during the year, depreciated value of improvements and potential value from "highest and best use."

Considerable dispute has taken place over the existing full value law. In 1957 Governor Collins stated he was considering removing any assessor who did not make a good faith effort to enforce it. Later he conceded that the law failed to provide a clear definition of full cash value.<sup>1</sup> Representative O'Neill, in sup-

porting his proposal, said no one knows what "full cash value" means. The state cabinet recently adopted a revised tax assessors manual, which sets forth some criteria for measuring full cash value, and the state comptroller's office noted that this set of criteria should help in equalizing property values within and between counties for tax purposes.

## Has Plan for N.J.-N.Y. Cooperation in Income Tax

New Jersey legislation recently passed by that state's Senate and forwarded to the House strikes an unusual note in cooperation between state governments. The measure would enable New York State to crack down on income tax evaders who work in New Jersey but live in New York. Sponsors said the object of the bill is to induce New York to allow New Jersey residents paying the New York tax the same deductions allowed New Yorkers.

The bill would require New Jersey employers to file reports with the New Jersey Tax Division on or before March 1 of each year, setting forth the names and addresses as well as the earnings of all New York State residents in their employ. It further provides that the New Jersey tax director would forward copies of the reports to New York State tax officials. Failure of employers to comply would result in a fine, with additional fines and prison sentences impossible in the event of intentional filing of false reports.

In arguing for his bill Senator Walter H. Jones said that the measure was not a reprisal against the estimated 50,000 New Yorkers who work in New Jersey but an attempt to get equal treatment for New Jersey commuters who work in New York. He estimated that New York loses from \$4 million to \$6 million in taxes on its residents who work in New Jersey. He said this situation is "intolerable" in view of the estimated \$23 million which

<sup>1</sup> See the NATIONAL MUNICIPAL REVIEW, April 1958, page 187; December 1958, page 578.

about 174,000 New Jersey residents pay New York each year in income taxes.

The present New York income tax does not permit New Jersey residents to deduct such items as interest on mortgage payments, property taxes, medical or hospital expenses and charitable contributions, unless made to New York institutions. Thus, the measure would reimburse New York for any moneys it would lose by eliminating the discriminatory provision against non-residents and at the same time lessen the burden of the tax on New Jersey residents who work in New York. Implicitly, too, the measure would establish a strong incentive for New Yorkers now working in New Jersey to move there and to avoid the New York tax altogether.

### ***Increased Taxes on Trucks Proposed in Seven States***

So far in 1959, according to a survey by the National Highway Users Conference, seven states have proposed tax increases on trucks based on weight and distance travelled within their borders. This tax, already in use in a number of states including Ohio and New York, employs as a base the loaded weight of the vehicle and the distance travelled. Its proponents argue that it is a direct measure of benefit derived by profit-making commercial organizations and hence is equitable to the taxpayer as well as to the states which must finance highway construction.

In addition, it is argued that it reimburses the states for higher outlays resulting from heavy damage to highways by trucks. Opponents of the tax contend that it is unnecessarily complicated, that it imposes additional bookkeeping costs, and that it forms a third structure of taxes on top of motor fuel and license

taxes which already are supposed to measure benefit.

In Montana a bill passed the legislature but was vetoed by the governor, the veto then being sustained by the legislature. This bill would have imposed a weight-distance tax on vehicles over 24,000 pounds gross weight at rates ranging from 2.5 mills to 35.1 mills per vehicle-mile. The tax would have been effective January 1, 1960.

In Arkansas a bill is pending which would impose a tax of 1.4 mills per gross ton-mile on trucks over 26,000 pounds and a tax ranging from one-half cent to one cent per vehicle-mile on buses seating seven or more passengers. A credit against the mileage tax is provided for payment of Arkansas fuel taxes and registration fees.

A bill in Kansas is given little chance of passage. It would reimpose a mileage tax which was repealed in 1955. Similarly in New Mexico a bill proposes imposition of a ton-mile tax on trucks and a mileage tax on buses; this bill reportedly is similar to a law repealed in 1955.

A bill in New Jersey would impose a weight-distance tax on trucks over 18,000 pounds gross weight, ranging from 6 to 22 mills per vehicle-mile. With both the Garden State Parkway and the New Jersey Turnpike, New Jersey would specifically exempt toll road mileage.

In South Dakota a proposal would impose a weight-distance tax on trucks and buses exceeding nine tons gross weight at rates ranging from 7.5 mills to 48 mills per vehicle mile. A West Virginia proposal would impose an axle-mile tax on vehicles over 16,000 pounds gross weight at rates ranging from one-half cent per mile for two-axle vehicles to 2½ cents per mile for combinations with four or more axles.

## Atomic City Gets Self-Government

### Richland Campaign for City Charter a Success

**R**ICHLAND, Washington, on December 2, 1958, became the first of the "federal" cities to obtain local self-government when the residents voted five to one in favor of adopting a council-manager charter. It thereby completed the incorporation process. This accomplishment was aided by local civic groups, the League of Women Voters playing an important role.

Richland has an unusual history. Prior to 1942 it was a farming community of some 340 people. Then the federal government stepped in, the old Richland was disincorporated and the present town was erected to house workers for the Hanford Atomic Works. To lure workers to what seemed like a barren wasteland, the government acted both as benevolent landlord and as municipal government. Furnished houses were provided at fantastically low rents, with free water, electricity, coal and repair services. Fine schools, a hospital, as well as fire, police and many other municipal services, were provided without charge.

At war's end, after a period of indecision, everyone began to realize that the Hanford plant and Richland were here to stay. It was then, in 1947, that the League of Women Voters of Richland was organized with the immediate goal of registering the thousands of voters who were beginning to feel that this was home.

Since the federal government had no wish to continue its unwanted roles of landlord and municipal governing agent after the war crises had ended, efforts

were begun to wean Richlanders from complete dependence. As a first step, in 1949, an advisory city council was established. Two league members helped write the "charter" under which that council operated. Meanwhile, the government had studies made of the feasibility of "disposal" and of setting up a self-governing town. "Disposal" in this sense means that the government would end its obligations as landlord and governing agent by selling the houses and businesses to occupants and by turning over control of schools, hospital and municipal facilities to other governing entities.

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The League of Women Voters realized early that some day its town would be released from government control and directed its local programs toward this time. During its eleven-year history it studied the feasibility reports, several versions of disposal legislation, the results of not incorporating; classes of cities and their powers; the four forms of city government; election procedures; levels of services and costs of running the schools, hospital and municipal government; costs of buying a house in Richland; and other local problems such as zoning, sewers and bus service. This background of study was to prove valuable many times as the league was called upon for factual information. During all these years the league furnished speakers on request, wrote articles and presented radio programs.

In 1953 the notes taken by a league member at three town hall meetings on disposal were accepted as official minutes and were widely distributed. In January 1955 the Richland league received a tribute from the chamber of commerce, recognizing its valuable contribution to the community. During this year the league and the LWV of Oak Ridge, Tennessee,

her sister atomic city faced with a similar situation, took a joint stand favoring the principle of disposal even though national legislation was involved. As a result, two Richland league members presented effective testimony at a congressional hearing on disposal legislation. On August 5, 1955, Congress enacted Public Law 221. The die was cast. Disposal was a reality.

By December 1955 the league had reached a consensus on incorporating as a first-class city and began supporting this position. The next year saw it presenting pros and cons on the transfer of the hospital with the public voting to let the Methodists take over. During most of the last five years a league member has served on the advisory city council. Two members helped write a proposed city charter and proposed city ordinances. These preparatory documents have been invaluable during the last year.

\* \* \*

In March 1958, with the sale of homes well under way, incorporation proceedings were begun by the recently formed Richland Municipal League. The Municipal League assumed responsibility for preparing incorporation petitions and, with the help of many citizens, secured the necessary signatures. The LWV intensified its efforts to inform the public, using all possible media. The league had also reached another consensus—support of the council-manager form of government. To promote its stands on incorporation and the council-manager plan, as well as to provide information on other related topics, the league wrote articles for one weekly and two daily papers, cooperated with other groups, the municipal league, the junior chamber of commerce and the city council, in writing three brochures, distributed fliers on streets and in stores, provided speakers for organizations, held a town hall meeting in cooperation with the churches of Richland, made TV announcements, and provided information on freeholder

candidates through newspaper stories and a candidates' meeting.

On July 15, 1958, Richlanders voted to accept incorporation and elected fifteen freeholders to write the official city charter. All three league members who ran for freeholders were elected to that office. In October the league studied the completed charter which was based on the council-manager plan and supported its adoption. Thereupon, it followed through with articles and cartoons, window display posters and a television program. Every effort was made to inform the community about the charter and the advantages of the council-manager plan. The LWV and the Municipal League with the cooperation of other civic groups held a public meeting at which candidates for council gave their views.

December 2, 1958, saw the culmination of all this effort in the adoption of the charter by a five to one vote and in the election of six councilmen and one councilwoman, a league member who was then elected mayor, to the first official city council.

Unlike most cities, Richland has a fresh start as a municipal entity after becoming full grown. With the help of such active and informed groups as the League of Women Voters and the Municipal League, good government may well be the rule and not the exception.

### ***Cincinnati Charter Committee To 'Go it Alone'***

Ending an alliance in city politics which began over 30 years ago, the 26 ward captains of the Democratic party in Cincinnati have voted to withhold future support from the City Charter Committee, made up of independent Democrats and independent Republicans. Instead of endorsing the nine Charter nominees for city council, who in the past have generally included five Democrats, the Democratic ward captains will run their own slate next fall.

Leaders of the City Charter Commit-

tee and the Democratic organization agreed that the break was occasioned by the determination of Cincinnati Democrats to be represented on the ballot in races for all offices—city as well as county, state and national. There was sharp difference of opinion, however, as to the hidden purpose of the move.

Charter Board Chairman Fred H. Roth foresaw an ultimate drive to re-establish the political patronage system in city hall which under Charter leadership has been free of this evil since 1926. Democratic leader John A. Wiethe insisted, however, that the "Democrats are for good government as much as anybody else."

The break means there will be three sets of candidates running for the nine places on the council since the City Charter Committee has declared it expects "to nominate a full ticket of outstanding citizens committed to the known charter principles of decency and progress in city affairs."

The committee points out that it has "one of the most complete ward and precinct organizations in our history and our volunteers are already beginning to mobilize, recognizing that the nature and effectiveness of our neighborhood activity may well spell the difference between success and defeat."

The committee also states that contributions are coming in unsolicited and that "our assurance in the soundness and justice of our effort, combined with the prospects for an unsurpassed ticket, vigorous field work and necessary financing, gives us confidence in the result."

### ***Citizens Union Celebrates 250th 'Searchlight'***

On January 18, "Searchlight," a program produced by the Citizens Union of New York City and WRCA-TV, celebrated its 250th presentation. At the start of the telecast, Mayor Robert F. Wagner of New York presented a cer-

tificate to Milton M. Bergerman, chairman of the Citizens Union, and to William N. Davidson, vice president of NBC and general manager of WRCA-TV. Text of the certificate read:

"On behalf of the people of the City of New York I congratulate WRCA-TV and Citizens Union of New York on the occasion of the 250th broadcast of the Searchlight. Through the years this TV and radio program has been an outstanding source of valuable inquiry and information dedicated to the cause of better government in our city and state. I am honored to appear as the Searchlight guest on this 250th broadcast and extend best wishes for the future of the series."

### ***City Club Supports Constitution Convention***

The Chicago City Club has sent a letter to all members of the Illinois General Assembly, renewing its proposal that the legislature authorize a statewide referendum on the calling of a constitutional convention. The letter points out that events since 1957 "have brought into sharp focus the imperative necessity for some revisions in the state constitution to meet elemental needs of the state and likewise the virtual impossibility of securing any important revisions by means of the amending process."

### ***ACTION to Hold Conference on the City***

The American Council to Improve Our Neighborhoods (ACTION), in conjunction with the Newark Economic Development Committee, is sponsoring a conference in Newark, New Jersey, May 4, 5 and 6.

More than 500 of the country's decision-makers—leaders in industry, finance and government—are expected to attend, to "discuss the problems of blight, uncontrolled growth, traffic congestion and slum encroachment which

today beset the cities of the nation, and to hear details of the ACTION program for The American City, a five-year campaign to assist local organizations carry out comprehensive plans to make the nation's urban areas the best possible environment in which to live and work." By this move, the organization, which has been concerned principally with neighborhood rehabilitation, is undertaking a larger role in the field of urban renewal and redevelopment.

### **National Committee Fellows Chosen**

The Citizenship Clearing House has selected Dr. Cornelius P. Cotter of Stanford University and Dr. Bernard C. Hennessy of the University of Arizona as its National Committee Fellows for 1959. Dr. Cotter will serve with the Republican national chairman and Dr. Hennessy with the Democratic national chairman.

The fellowship program is designed to broaden the approach to teaching political science in American universities and to enable the parties to avail themselves of the professional qualifications of established political scientists.

### **Milwaukee Community Committee Reports**

Its 13th Annual Report has just been published by the Greater Milwaukee Committee for Community Development, covering activities for 1958. The committee is limited to 150 active members who make up the various subcommittees working toward completion of desired projects. Among the completed projects for which the group has worked are a 10,000-seat arena, a huge county stadium, a war memorial, a downtown parking pavilion as well as many city-owned off-street parking lots, a large addition to the public library and "one of the finest airport terminals in the United States." Projects under construction include a \$350 million system of expressways, a zoo, a \$1,300,000 passenger and auto-

mobile pier in the municipal harbor, an eleven-story annex to city hall, clearance of old buildings from the civic center area etc., and the start of a vast urban renewal program.

### **Harlean James Retires**

After 37 years with the American Planning and Civic Association (formerly the American Civic Association) as secretary, then executive secretary, Miss Harlean James has announced her retirement. Miss James is known nationally as one of the outstanding authorities in the fields of planning and conservation. The December 1958 issue of *Planning and Civic Comment*, publication of the association, carries tributes to Miss James' work, made by the association's officials. Charles A. Phelan, Jr., formerly executive director of the association, has been elected to succeed Miss James.

### **Citizens Institute**

A three-day Institute of Community Leadership is being arranged by the New York State Citizens' Council for June 24-27, at Brubacher Hall, State University College for Teachers, Albany, New York. The institute, for individual citizens, local and state government officials, civic leaders, professionals in community organization and development, will define "Community Responsibility—New York State—1959."

### **Adult Education Courses**

During the 1959 summer months the Bureau of Studies in Adult Education of Indiana and Purdue Universities will offer a wide variety of opportunities for study and training in adult education. There will be graduate courses in adult education and adult education institutes conducted at Indiana University, Bloomington. The graduate courses to be offered are "The Democratic Idea and Adult Education," "Survey of Adult Education" and "The Teaching-Learning Process in Adult Education."

## Michigan Tax Crisis Analyzed

### Experts View Changes In Present Structure

**T**HE current fiscal crisis confronting a number of states is perhaps more acute in Michigan where the pressures of population growth, prolonged unemployment, heavy commitments to broad social and educational programs, and other economic and political factors, have placed serious stresses on a disproportionately narrow state-wide tax base.

This situation is the central topic of *Michigan's Tax Crisis*, published by the Institute of Public Administration, University of Michigan (Ann Arbor, 1958, 57 pages). The volume, edited by Harvey E. Brazer, contains addresses of five nationally known authorities on public finance delivered in October at the annual meetings of the University of Michigan Press Club and the Michigan Press Association.

The speakers, Mr. Brazer, Robert S. Ford, Harold M. Groves, Richard A. Musgrave and William Ross, although primarily concerned with Michigan fiscal problems, have much to say of interest to a broader audience. Mr. Ford's speech, entitled "Why Michigan Has A Tax Crisis," relates the history of the state's problems and concludes that tax crises in Michigan have been the rule rather than the exception and that, as a result, the system "is largely a patchwork structure." Any serious attempt at reform, he says, should look beyond "the immediate problem of bringing the accumulating deficit under control"; it should also provide "a revenue cushion to deal with periodically recurring deficits."

"Maybe," he continues, "it will not be necessary to tear down the old structure, but it certainly needs remodeling and modernization to meet present-day conditions."

Mr. Musgrave is concerned with the question, "Who Pays Michigan Taxes?". Musgrave's analysis of Michigan's tax structure follows this outline: (1) Decide which taxes are to be allocated and who should pay; (2) estimate the incidence of these taxes on residents and non-residents; (3) determine the extent to which the taxes are regressive, progressive and proportional; (4) estimate the distribution of income. A few simple facts and figures give the reader most of what he needs to know in deciding what changes he would support.

Mr. Ross discusses "Impact of State and Local Taxation on Economic Growth." Citing carefully documented evidence, much of which is the result of his own research, Ross observes that most studies conclude that while tax differentials between states are not usually a primary consideration of industrialists in selecting plant locations, special situations might arise where this factor would take precedence. For example, a tax differential or a tax concession may become the decisive factor "when a decision must be made between alternative locations in which other more important locational cost factors are equal."

"It is not important that no one has ever proven that such a circumstance does arise frequently, or at all. It might!" he observes.

Mr. Groves' subject is "Fiscal Problems Facing the States—Now and in the Future." Following a discussion of philosophical principles implicit in the Michigan tax system (or of any other), Groves lists recommendations. Among them are the following: (1) Eliminate

the personal property tax (still collected in Michigan, but almost exclusively from commercial and industrial establishments); (2) include more services in the sales tax, but he emphasizes that this is an "opportunist's" tax and should not be encouraged in states and municipalities not presently using it; (3) personal income tax should get top consideration in states pressed for revenue. Best form is a flat tax with personal exemptions and withholding.

Additional recommendations include a suggestion that the federal government inaugurate a value-added tax "using some of the revenue to finance a state income tax credit." Also, states should give attention to taxes on trucking and reorganization of metropolitan fiscal arrangements.

Mr. Brazer's talk, "The Michigan Tax Study," describes the work of Representative Conlin and the Citizens' Advisory Committee organized in 1957 to study the state tax structure.

PATRICIA H. SHUMATE

### ***Expanding Facilities for Higher Public Education***

Expanding school enrollments are old hat with most local school officials, who now take in stride perennial requirements for new facilities, bigger staffs and all the rest. Until recently, these problems have been identified with elementary and secondary schools. Now, with the bumper crop of war babies rapidly approaching college age, larger percentages of high school graduates planning to go to college, and no relief in sight on either score, state legislators and university officials are trying hard to prepare themselves and the public for heavy demands on public higher education facilities in the years ahead.

The New Jersey Taxpayers Association has issued a 24-page pamphlet, *Expansion of Public Higher Education in New Jersey: A Commentary on Of-*

*ficial Proposals* (Trenton, November 1958), summarizing a method for determining a sound basis for planning new facilities. Major topics are: (1) Determining the number of additional students for whom new public facilities are needed; (2) factors that could affect the extent and nature of required public higher education facilities; and (3) how should public higher education facilities for future needs be financed?

### **Labor Unions for Public Employment**

"Relations in the public service between the employing government and its workers have sufficient resemblance to labor-management dealings in business and industry that union organization, forms of collective bargaining and work stoppages can and do exist in each. On the other hand, public employment has certain characteristics that are usually deemed to differentiate it from private employment, even when the same type of work is considered. The unique elements stem from the status of the governmental employer as the representative of all the people, bound to act in the public interest and under the forms of law."

In spite of this observation by the Illinois Legislative Council, in its report *Public Employee Labor Relations* (Springfield, November 1958, 40 pages), the report concludes that: "It may fairly be said today that legislators and public administrators are showing an inclination to grant public employees more freedom to organize into unions and to bargain collectively than was possible under a strict application of the older view that stressed the differences between public and private employment. Current developments indicate that the trend in this direction will continue to be strong, but it appears that certain factors which have militated against the complete unionization of the public service in the past, par-

ticularly in the phases of strikes and collective bargaining, will also be operative in the foreseeable future. The most important of these inhibiting elements are constitutional provisions reserving basic decisions affecting the public service exclusively to legislative or other public authority."

### **Nevada Bureau Proposes Presidential Primary Law**

Nevada in 1953 adopted a presidential primary law which was found defective and repealed by the 1955 legislature before it could be used in the 1956 election. In a new effort to get a workable law the state Legislative Counsel Bureau has issued a 95-page report titled *A Study of the Presidential Primary* (Carson City, December 1958) citing the pros and cons of the system in sixteen states and introducing the draft of a new law for Nevada.

The report is a competent and interesting contribution to the literature providing orderly arrays of basic information on the practice in other states back to 1905. The proposed law includes provisions to insure appearance on Nevada party ballots of every presidential aspirant whether he files for himself or is filed by a local committee, with or without his consent. Entry fee would be \$500, returnable if the candidate gets 10 per cent of the vote. Any aspirant who has filed in similar primaries in two or more other states is put on the ballot by the secretary of state. In the last case the state party committee supplies delegates for the aspirant. Otherwise the aspirant or his committee files the slate. Voting is for aspirants and the delegation is split among them in proportion to their vote. Favorite sons are elaborately excluded.

R. S. C.

### **Michigan State Has New Publication Series**

The Institute for Community Development and Services, organized at Michigan State University last year under a

Kellogg Foundation grant, is issuing a series of bulletins on community problems and research. The publications will fall into four major categories. A general information series will report research and facts useful to those responsible for community organization and development. Research reports will present case studies of projects in communities where the institute is helping citizens solve problems. Special research monographs will report basic research of interest to scientists studying community organizations. Technical bulletins will provide information necessary for the solution of specific community problems.

Three publications in the general information series were issued in the last quarter of 1958. These are: *The Institute for Community Development and Services at Michigan State University—What It Is, What It Does* (15 pages), by Arthur M. Coon; *Economic Growth in Northern Michigan* (61 pages, \$1.00), and *The Urban Economies of Southern Michigan* (24 pages, 50 cents), both by W. Paul Strassman.

A research report titled *When One-Third of the City Moves to the Suburbs, The Story of the Grand Rapids Metropolitan Area* (79 pages, \$1.00), by O. Charles Press, and a special research monograph, *Social Aspects of Mass Transit in Selected American Cities* (\$1.00) by Joel Smith, have been issued since the beginning of the year.

### **Louisville Consultant Plan Described**

*The City Consultant: Planned or Expedient?* (Bureau of Governmental Research, University of Kentucky, Lexington, 1958, 23 pages), by Gladys M. Kammerer and Ruth McQuown, describes and evaluates the unique arrangement in Louisville of a full-time "city consultant" to the mayor and board of aldermen. The only incumbent in the position's nine-year history is Roy Ows-

ley who, under three mayors, has variously resembled a city manager and administrative adviser and a man in search of a job. The study concludes that the "plan" is no plan at all for its success depends "upon the personalities of those holding key positions." It is merely an "expedient tempered to the tastes of the moment."

### **AFL-CIO Criticizes State-Local Taxes**

The American Federation of Labor and Congress of Industrial Organizations has issued a handbook, *State and Local Taxes* (Washington, D. C., December 1958, 129 pages) designed as a guide for union and other community groups interested in achieving tax reform. The pamphlet gives the union's viewpoint on all classes of taxes levied in states and municipalities. Recommendations are summarized in a chapter titled "The AFL-CIO Program."

### **Review Metropolitan District Plan**

In a memorandum prepared for the California Assembly Interim Committee on Conservation, Planning and Public Work, titled *Metropolitan District Legislation: Some Problems and Issues* (Bureau of Public Administration, University of California, Berkeley, December 1958, 28 pages), Stanley Scott reports some of the difficulties and considerations involved in creating additional metropolitan districts or authorities in the San Francisco Bay area or in other California metropolitan areas. Some of the questions raised and answers given are broad enough in scope to attract the interest of any who are concerned with the general problem of metropolitan reorganization.

### **Study Oil Property Tax**

*Ad Valorem Taxation of Oil and Gas Property* is discussed in this 35-page

study by the Kansas Legislative Council (Topeka, 1959). The report, covering all 78 producing counties in Kansas in the 1958 tax year, describes the method of assessing oil and gas properties, the relationship of the ad valorem tax to the market value of production, and the effect on local government finance of a severance tax imposed in lieu of property taxes.

### **For Wisconsin Taxpayers**

The 1959 edition of *Taxes, Questions and Answers on State and Federal Taxes Levied in Wisconsin* has been published by the Wisconsin Taxpayers Alliance (Madison, December 1958, 64 pages, 50 cents).

### **New Government Manual**

The Bureau of Public Administration of the University of Alabama has issued *Alabama Government Manual* (University, 1959, 222 pages), which supersedes the 1942 *Handbook of Alabama State Agencies*. The present volume is an entirely new compilation which used the preceding one as a starting point.

### **Traffic Safety**

Citizens Union Research Foundation of New York published in December *A Safe Journey*, by T. T. Wiley, commissioner of traffic of New York City (fourteen pages). The pamphlet discusses the problems of traffic engineering and what the public should know about them. The purpose is to emphasize the need for professional handling of traffic safety problems.

### **Strictly Personal**

WALTER D. WEBDALE has been appointed research associate in the Lackawanna office of the Governmental Research Bureau of Buffalo and Erie County. RODERIC P. TERRY, whom Mr. Webdale succeeds, is now the first director of redevelopment in Allentown, Pennsylvania.

# Books in Review

## Metropolitan Surveys

METROPOLITAN SURVEYS: A DIGEST. By Government Affairs Foundation, Inc. Chicago 37, Public Administration Service, 1958. xvi, 256 pp. \$8.00.

Who starts a metropolitan survey? Should a survey be sponsored by government or a private agency? What size organization should run it? Who should be members of the survey? Where do surveys get staff members? Who pays for them? What do they recommend? How successful are metropolitan surveys?

Every group that has faced the problems of a metropolitan study has asked these questions and every active project director has answered scores of letters and met countless visitors. Nothing will take the place of direct contacts, but the recently published book, *Metropolitan Surveys: a Digest*, should make both correspondence and junkets much more to the point and profitable.

*Metropolitan Surveys: a Digest* was in preparation by the Government Affairs Foundation for several years and is, in part, a companion to its *Metropolitan Communities: A Bibliography*.<sup>1</sup> The new book should certainly join the other in the library of any group seriously concerned with metropolitan problems.

In addition to digests of 112 "general surveys" covering a variety of governmental functions and the major part of a metropolitan area, there are examples of surveys covering only one or a few of the governmental units of the area and other surveys of limited government functions or special problems.

A comprehensive summary and analysis of the surveys, prepared by Daniel R. Grant, adds immeasurably to the value of the book. Not only does Dr. Grant give the reader an overview of metropolitan surveys, but also he evaluates

their success and points out ten common difficulties that often limit their effectiveness.

Any reference book suffers when it attempts, as it must, to report on current affairs. Surveys presently under way have progressed since the January 1958 date when revisions had to end as the book went to press. Legislatures have met and the voters have decided issues. This is certainly no criticism. It is a definite challenge to Government Affairs Foundation or to the foundation-sponsored Conference on Metropolitan Area Problems to continue their bi-monthly bulletins so that all interested persons can keep up to date. The *Digest* is too valuable to stop with one printed volume.

J. A. (DOLPH) NORTON

Cleveland Metropolitan  
Services Commission

## Poll Tax

THE POLL TAX IN THE SOUTH. By Frederic D. Ogden. University, University of Alabama Press, 1958. xiv, 301 pp. \$6.00.

Less than a decade ago the poll tax provided an exciting political issue in a number of states and at the national level. Now, there is little agitation concerning it and the appearance of this book will probably generate little more than academic or historical interest. As the author concludes, "the poll tax has had its day."

Yet, the poll tax is still effective in five states and has its impact upon their politics and government—not as much as its few public critics might claim but more than public disinterest might imply. During the two decades that sandwiched the turn of this century the eleven states of the former Confederacy adopted the poll tax along with other devices for limiting the electorate and particularly, but not solely, for discouraging Negro voting. Now, only Alabama, Arkansas,

<sup>1</sup> Public Administration Service, Chicago, 1956.

Mississippi, Texas and Virginia retain the suffrage requirement.

Mr. Ogden's book was originally a dissertation presented to Johns Hopkins University. It contains the thoroughness and detail of a successful dissertation. He discusses the history of the establishment of the tax and concludes that in most states it was stimulated by the specter of heavy Negro voting and in others by the appearance of the Populists who drew support from the lower economic classes.

From the history Mr. Ogden moves to a description of the present forms of the tax and the patterns of its administration. He analyzes some of the traditional claims of the defenders and critics of the device. Does (or has) the tax "purified" elections by restricting the vote to the "better elements" of society? No, says the author, and he goes on to suggest, very hedgingly, that it may have increased corruption in some areas.

What effect has the imposition or removal of the poll tax had on voter participation? Various analyses presented by the author show that participation was higher before the original imposition and generally higher after removal. But he also points out that prior to imposition there was a steady decline in participation and before removal an increase had begun. "Thus, in both instances, the action taken with respect to the tax seemed to aid a movement already under way. The tax did not initiate the trend."

Perhaps of greatest interest to the contemporary student of politics will be the two chapters covering the repeal movement. The first covers those six states in which movements were successful, the second in those five in which they have not been. "Practical politicians, rather than starry-eyed reformers, were primarily responsible for the success of state repeal." Of the five remaining poll tax states only Arkansas seems to offer any hope of repeal in the near future.

The author may be right that the poll tax no longer constitutes a serious impediment to widespread political participation, but this reviewer—a resident of Virginia—knows it is a damned nuisance!

J. W.

### *Rural Community*

**SMALL TOWN IN MASS SOCIETY.** Class, Power and Religion in a Rural Community. By Arthur J. Vidich and Joseph Bensman. Princeton, New Jersey, Princeton University Press, 1958. xvi, 329 pp. \$6.00.

A pleasant unhurried village and township in western New York State (unidentified), with a farm and industrial population of 3,000, was intimately studied for three years and has been perceptively described here. The two governments are operated cautiously by a very few knowing characters concerned chiefly with keeping down taxes and some inarticulate elements of the population are neglected. Eighty per cent of local expenditures come from state aid to various programs.

The church congregations are counted and their activities and influence noted—total weekly attendance at services, 325. Likewise the overlapping lay associations—even the book clubs—are examined and there are illuminating narratives of the occasional teapot tempests that break into the general placidity of an old non-growing rural center.

The special interest of the authors is in the way such a community is moved nowadays by external forces like a leaf in a stream.

Arthur J. Vidich is an assistant professor at the University of Connecticut and Joseph Bensman, with an advertising agency in consumer research, lectures at Brooklyn College. Curiously, some of the funds were provided by the University of Puerto Rico!

As a study in depth of a typical American small town that has lost the isolation

of former days, the book is fresh, important and unique.

R. S. C.

### ***Parkinson's Law***

PARKINSON'S LAW. By C. Northcote Parkinson. Boston, Houghton Mifflin Company, 1957. xi, 113. \$3.00.

The title is also that of one of the book's delightful little satiric essays on phenomena of bureaucracy and means "Work expands so as to fill the time available for its completion." Other titles are equally pungent and perceptive, developed with mock solemnity, mathematical formulas and cartoons—and wisdom.

### ***City Report***

A DECADE OF PROGRESS 1948-1958. Richmond, Virginia, Office of City Manager, 1958. 16 pages.

In 1948 Richmond, Virginia, foreswore a bicameral legislature, the ward system and other archaic governmental impedimenta and adopted council-manager government. This pocket-sized pamphlet details the progress made in the ten years under that plan.

While the pamphlet itemizes an impressive number of improvements in the city and its government, pointing to the stability of the tax rate, the reduction in net debt percentage and the improvement in credit rating to the coveted AAA, it quite properly refrains from mentioning some of the things that no longer exist such as city employees negotiating for their jobs and promotions with ward councilmen and mayors riding to work in Cadillacs accompanied by police escorts. In the same manner, minimum mention is made of the massive contribution made by Richmond's first city manager, Sherwood Reeder, his highly capable successor, Horace Edwards, and many dedicated citizens who acted as councilmen during this period.

For anyone interested in what a well

organized government, administered by competent people, working within laws enacted by above-average city councils, can do to build a better community, this is a most informative publication.

G. P.

### ***Apportionment***

THEY SPEAK FOR YOU. A Study of Bases of Representation in State Legislatures. (Part II of *A Representative Legislature*.) CHART—APPORTIONMENT OF LEGISLATURES (as of December 1957). Spokane, League of Women Voters of Washington, December 1958. 15 and 5 pp. 30 and 5 cents respectively.

A competent review of apportionment arrangements in all the states compiled as basic study material for a new effort to straighten out neglected apportionment in Washington State. For a review of Part I, *A Representative Legislature, How Can It Be Achieved? How Can It Be Maintained?*, see the NATIONAL MUNICIPAL REVIEW, February 1958, page 95.

R. S. C.

## **Additional Books And Pamphlets**

### ***Alaska***

ALASKA AWAKENING. By B. Frank Heintzleman. (Address before the Municipal Forum of New York.) New York, the Forum, January 18, 1959. 12 pp. (Apply William J. Riley, E. F. Hutton & Company, 61 Broadway, New York 6.)

### ***Assessments***

COMPARISON OF ASSESSED VALUATIONS IN ARIZONA 1913-1957. By Rod Hastings. Phoenix, League of Arizona Cities and Towns. n.d. 31 pp. Charts, tables.

REAL ESTATE ASSESSMENT LEVELS IN THE TAXING JURISDICTIONS OF HARRIS COUNTY, TEXAS. (Third Survey.) Houston 2, Tax Research Association, January 1959. 11 pp.

**SALES RATIO STUDY.** Part One. Report to the Colorado General Assembly. Denver 2, Colorado Legislative Council, December 1958. 29 pp.

### **Censorship**

**TASTE AND THE CENSOR IN TELEVISION.** By Charles Winick. New York, Fund for the Republic, 1959. 34 pp. 25 cents.

### **Counties**

**THE MAKING OF AN AMERICAN COMMUNITY.** A Case Study of Democracy in a Frontier County. By Merle Curti. Stanford, California, Stanford University Press, 1959. ix, 483 pp. \$8.50.

### **Courts**

**THE SUPREME COURT AND FUNDAMENTAL FREEDOMS.** By George W. Spicer. New York, Appleton-Century-Crofts, Inc., 1959. x, 182 pp. \$1.50.

### **Directories**

**ALASKA CITY OFFICIALS DIRECTORY 1958-59.** Palmer, League of Alaskan Cities, December 1958. 30 pp. \$1.00.

### **Economics**

**THE CHANGING ECONOMIC FUNCTION OF THE CENTRAL CITY.** By Raymond Vernon. New York 22, Committee for Economic Development, 1959. 92 pp. \$1.00.

### **Education**

**CONTINUING LIBERAL EDUCATION.** Through Educational Television and Radio, Public Schools and Libraries, Universities and Colleges, National Organizations, Development of Leaders and Public Understanding. Report for 1955-1957. White Plains, New York, The Fund for Adult Education, 1958. 96 pp.

### **Education—Finance**

**FINANCING LOUISIANA PUBLIC SCHOOLS.** Baton Rouge, Public Affairs Research Council of Louisiana, February 1959. 39 pp. 25 cents.

**LOCAL PUBLIC SCHOOL EXPENSES AND STATE AID IN CONNECTICUT.** Including Data for the School Year 1957-1958. Hartford 3, Connecticut Public Expenditure Council, January 1959. 38 pp.

**STATE APPROPRIATIONS FOR PUBLIC HIGHER EDUCATION IN MICHIGAN 1855-1957.** By Cynthia Krans Link. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1958. 95 pp.

### **Elections and Voting**

**KANSAS VOTES.** Gubernatorial Elections, 1859-1956. By Clarence J. Hein and Charles A. Sullivant. Lawrence, University of Kansas, Governmental Research Center, 1958. vii, 103 pp.

### **Fire**

**FIRE PROTECTION IN METROPOLITAN CLEVELAND.** Cleveland 14, Metropolitan Services Commission, November 1958. 66 pp. \$1.50.

### **Law Making**

**LAW MAKING IN SOUTH DAKOTA.** By T. C. Geary. Vermillion, State University of South Dakota, Governmental Research Bureau, October 1958. 41 pp.

### **Local Government**

**WICHITA AND SEDGWICK COUNTY GOVERNMENT.** A Handbook on Local Government. By Julia Emery, Hugo Wall and Madison F. West. Wichita, Kansas, City Finance Office, 1958. 27 pp. 25 cents.

### **Municipal Government**

**EIGHTH ANNUAL CONVENTION PROCEEDINGS.** Juneau, Alaska, November 5-8, 1958. Palmer, League of Alaskan Cities, December 1958. 41 pp.

**GENERAL POLICY STATEMENT 1958-1959 INCLUDING STATE AND FEDERAL LEGISLATIVE PROGRAMS.** Palmer, League of Alaskan Cities, January 1959. 26 pp.

**MINUTES OF THE 55TH ANNUAL CON-**

VENTION OF THE UNION OF BRITISH COLUMBIA MUNICIPALITIES, Nanaimo, British Columbia, September 24-26, 1958. Duncan, The Union, 1958. 108 pp.

### **Neighborhoods**

NEIGHBORHOOD CONSERVATION. A Pilot Study Summary. By Maurice Frank Parkins. Detroit, City Plan Commission, in Cooperation with Housing and Home Finance Agency, 1958. 48 pp.

### **Planning**

A COMPREHENSIVE PLAN FOR NEOSHO, MISSOURI. Neosho, Planning and Zoning Commission, 1958. 47 pp. Illus.

### **Population**

THE DECENNIAL CENSUS 1955. Population and Legal Voters of Massachusetts. Compiled by Edward J. Cronin. Boston, Office of the Secretary of the Commonwealth, n. d. 129 pp.

LOCAL POPULATION ESTIMATES 1957. Concord, New Hampshire State Planning and Development Commission, December 1958. 26 pp. Map.

### **Public Administration**

PUBLIC ADMINISTRATION AND THE PUBLIC—PERSPECTIVES TOWARD GOVERNMENT IN A METROPOLITAN COMMUNITY. By Morris Janowitz, Deil Wright and William Delany. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1958. vii, 140 pp. \$3.00.

### **Public Opinion Poll**

THE BLOOMINGTON SURVEY: THE OPINIONS OF BLOOMINGTON VOTERS ON THEIR CITY, ITS GOVERNMENT AND SOME OF ITS PROBLEMS. By Benjamin J. Keeley. Normal, Illinois State Normal University, March 1958. 59 pp. Map.

### **Taxation and Finance**

AN ANALYSIS: WASHINGTON STATE'S GENERAL FUND. For the First Year of

1957-1959 Biennium. Seattle, Washington State Research Council, 1958. 35 pp. Tables.

FACTS ON WYOMING STATE FISCAL OPERATIONS. A Compilation of Tables and Charts. Cheyenne, Wyoming Taxpayers Association, January 1959. 9 pp.

OKLAHOMA SALES TAX AND USE TAX. Oklahoma City, Oklahoma Tax Commission, 1958. 35 pp. Tables.

PHILADELPHIA'S INCOME TAX AFTER TWENTY YEARS. By Jewell Cass Phillips. Harrisburg, Pennsylvania, National Tax Association, *National Tax Journal*, September 1958. (Reprint) 13 pp.

REVENUES AND EXPENDITURES OF 107 TENNESSEE TOWNS AND CITIES 1957. By William T. Chaffin and John B. Berg. Knoxville, University of Tennessee, Municipal Technical Advisory Service, in cooperation with the Tennessee Municipal League, January 1959. 45 pp.

WHAT YOUR PROPERTY TAX DOLLAR SHOULD PROPERLY BE DOING FOR YOU. A Proposed Solution to the Problems of Provincial-Municipal Financial Relations. Duncan, Union of British Columbia Municipalities, 1958. 25 pp.

### **Tort Liability**

TORT LIABILITY OF QUASI CORPORATIONS IN PENNSYLVANIA. By Jewell Cass Phillips. Philadelphia, Temple University, *Temple Law Quarterly*, Fall 1958. (Reprint) 28 pp.

### **Town Clerk**

THE TOWN CLERK IN NEW HAMPSHIRE. A Manual Prepared by the Students and Faculty of the Department of Government of the University of New Hampshire in cooperation with the New Hampshire City and Town Clerks' Association, Secretary of State and State Registrar of Vital Statistics. Durham, University of New Hampshire, Department of Government, August 1958. 46 pp. 75 cents.

### **Traffic Safety**

HIGHWAY SAFETY IN COLORADO. Colorado Legislative Council, December 1958. 76 pp.

### **Urban Renewal**

BOSTON REDEVELOPMENT CONTINGENT ON TAX AGREEMENT. Memorandum of Conference Held March 18, 1958, Boston. By Boston Municipal Research Bureau. Princeton, New Jersey, Tax Institute, Inc., *Tax Policy*, January 1959. 8 pp. 25 cents.

EDUCATION TO FORWARD URBAN RENEWAL IN PHILADELPHIA. By Howard W. Hallman. Philadelphia 3, Philadelphia Housing Association, January 1959. 52 pp. \$1.00.

URBAN RENEWAL: PROBLEMS OF ELIMINATING AND PREVENTING URBAN DETERIORATION. By Wilton S. Sogg and Warren Wertheimer. Cambridge, *Harvard Law Review*, January 1959. (Reprint). 47 pp.

### **Water Rates**

WATER RATES IN NORTH DAKOTA CITIES AND VILLAGES, AS OF OCTOBER 1, 1958. Bismarck, League of North Dakota Municipalities, December 1958. 29 pp.

## **METROPOLITAN GOVERNMENT**

(Continued from page 201)

ropolitan Areas beginning with the 1958 *Uniform Crime Reports* which will be published in the fall of 1959. This new recognition of the metropolitan area is a result of recommendations made by a Consultant Committee on Uniform Crime Reporting which reported to the director of the FBI in September 1958. The committee was made up of Peter P. Lejins, University of Maryland; Charlton F. Chute, Institute of Public Administration; and Stanley R. Schrotel, chief of police, Cincinnati. In a special issue of *Uniform Crime Reports* released in December 1958, it was stated:

"Now that most of the population is concentrated in and around cities with a resultant loss of true rural areas in many instances, the retention of the distinction in crime tables separated only as to cities and rural has become inadequate as a means of contrasting differences in crime experience between two areas formerly dissimilar in character. Crime reporting jurisdictions do not automatically shift with the population and today many sheriffs who report for areas in their county which are outside the limits of cities are in effect reporting the equivalent of city crime in so far as volume is concerned.

"Because of the impossibility of separating from a sheriff's crime report that portion of crime which covers areas urban in character but which are not cities, and because it would be entirely too burdensome to the reporting law enforcement agencies to maintain several sets of statistical figures for reporting purposes, a basis of publication other than city (urban) and rural was recommended, the standard metropolitan area.

"A presentation of crime data for the three areas will be shown: (1) standard metropolitan areas, (2) other cities, (3) rural. A standard metropolitan area, as defined by the Bureau of the Census, generally is a county which contains at least one city of 50,000 inhabitants plus any contiguous counties essentially metropolitan in character and sufficiently integrated with the central city. Reporting jurisdictions for crime reporting purposes coincide with the boundaries of areas included in a standard metropolitan area. Outside those population centers are other cities and the rural areas. Tabulations will not be limited to the three areas enumerated above but the use of the standard metropolitan area data will permit the presentation of crime rates based on population estimates in the between-census years which can be made available by the Bureau of the Census."

## REVIEW Adds Three Correspondents



Edith L. Hary



Jack W. Rodgers

Three new state correspondents have been added to the corps of highly qualified volunteers who, with the assistance of regular members of the National Municipal League staff, keep NATIONAL CIVIC REVIEW readers informed of significant public affairs developments. They are:

Miss Edith L. Hary, law librarian of the Maine State Library, who is a former president of the New England Law Librarians, an honorary member of the Maine State Bar Association and the only state employee appointed by the governor as a member of the Citizens Committee on the Survey of State Government;

Howard E. Barrett, executive secretary, Nevada Taxpayers Association, formerly research director for the Montana Taxpayers Association and former educator;

Jack W. Rodgers, director of research, Nebraska Legislative Council, who is also assistant professor of political science at the University of Nebraska and a member of the Committee of

State Officials on Suggested State Legislation of the Council of State Governments.

### All-America Contest Wins Freedom Award

For the fourth time, the National Municipal League and *Look* Magazine have been awarded the George Washington Honor Medal for their co-sponsorship of the All-America Cities contest. The awards were made by the Freedoms Foundation at Valley Forge.

### League Officers Speak

Senator Barry Goldwater and Thomas R. Reid of the Ford Motor Company, both regional vice presidents of the League, spoke recently in New York at a conference on "Labor-Management Relations and the New Congress" which was sponsored by local and state business organizations.

Mr. Reid and Edward J. Green of Westinghouse Air Brake Company, Council member of the League, were speakers at a conference of the American Management Association in Los Angeles.

### A. E. Bryson Honored

For his leadership as president of the Colorado Springs Charter Association and for his influence in bringing the 1958 National Conference on Government to that city, A. Earl Bryson, member of the League's Council, has received the Good Government Award from the Junior Chamber of Commerce.

Mr. Bryson, a retired banker, who is serving as president of the local Civil Service Commission, was an active participant in civic affairs in Winnetka, Illinois, where he served as president of the village council, before moving to Colorado Springs.



Howard E. Barrett

# Planning Begun for '59 Conference

League staff members, in cooperation with a local committee and specialists on various public affairs problems, have begun shaping the program for the 65th annual National Conference on Government at Springfield, Massachusetts.

Chairman of the Springfield advisory committee on program is Edward Jones, executive director of Future Springfield and of the Springfield Taxpayers Association, a veteran in governmental research who has attended many of the League's meetings.

Mr. Jones, in consultation with civic leaders and New England educators and officials, has prepared a list of problems in which regional interest is considered high.

Suggestions from other sources relating to either speakers or session subject matter are welcome.

All of the approximately two dozen sessions scheduled for the Conference November 15 to 18 will be held at the Sheraton-Kimball Hotel, Conference headquarters.

Visiting Clarksburg, West Virginia, because that city was a winner of an All-America City award in 1957. Minister of Finance Ernest A. Vasey, (left) of Kenya, Africa, is greeted on his arrival by Mayor E. W. James.



## *Help Finance Drive*

Arthur B. Langlie, member of the League's Council, has been appointed general chairman of the Salvation Army annual financial appeal for the city of New York, and William Collins, League vice president, has been named chairman of the advisory board. Mr. Langlie, former governor of Washington, is president of the McCall Corporation, and Mr. Collins is president of Walter Kidde Constructors.

## *Cites City's Progress*

The civic and political renaissance of Newark, New Jersey, and plans for further revitalization, were described at a meeting of ACTION's board of directors by H. Bruce Palmer, president of Mutual Benefit Life Insurance Company and a League regional vice president. Mr. Palmer also is chairman of the Newark Economic Development Committee.

## *Gruenberg Retires*

The retirement of Frederick P. Gruenberg as treasurer of the Samuel S. Fels Fund, Philadelphia, was announced recently. Mr. Gruenberg has served as member of the League's Council and committees at various times and was a key figure in the removal of the League from Philadelphia to New York nearly 40 years ago.

## *All-America Contest*

*(Continued from page 169)*

Public Opinion, will again serve as foreman of the jury of civic leaders who will choose the eleven winning cities.

After further investigation the names of the eleven winners will be announced in *Look*, the *REVIEW* and other publications.

# Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

## Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955) .....	\$ .20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three .....	1.00
County Manager Plan, 24 pages (1950) .....	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1955) .....	.25
Facts About the Council-Manager Plan, 8 pages (1956) .....	.05
City Employees and the Manager Plan, 4 pages (1957) .....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1957) .....	.05
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1958) 1.00	
The Citizen Association—How to Win Civic Campaigns, 64 pages (1958) .....	1.00
(The two pamphlets above may be purchased together for \$1.50)	

## Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 173 pages (1941) .....	1.50
Model County and Municipal Bond Law, 54 pages (1953) .....	1.00
Model County Charter, 112 pages (1956) .....	1.50
Model Direct Primary Election System, 48 pages (1951) .....	1.00
Model Investment of State Funds Law, 23 pages (1954) .....	1.00
Model Municipal Revenue Bond Law, 31 pages .....	1.00
Model Real Property Tax Collection Law, 40 pages (1954) .....	1.00
Model State and Regional Planning Law (1955) .....	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 72 pages (1948) .....	1.00
Model State Medico-legal Investigative System, 39 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957) .....	1.00

## Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1956) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952) .....	3.50
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955) .....	2.00
Digest of County Manager Charters and Laws, 82 pages (1958) .....	2.00
The 48 Direct Primary Systems, 55 pages (1958) .....	2.00
Guide for Charter Commissions, 44 pages (1957) .....	1.00
Guide to Community Action, by Mark S. Matthews, 448 pages (1954) .....	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954) .....	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953) .....	.35
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1935) .....	.50
Proportional Representation—Illustrative Election, 8 pages (1951) .....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) .....	.25

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### Just Published

## GOVERNMENT AND HOUSING IN METROPOLITAN AREAS

Here are challenging and provocative ideas that will inspire new thinking for everyone interested in the relationship between problems of metropolitan government and problems of housing. In three major sections it explores the nature of the problem of metropolitan government organization and why so little has come of many schemes to reorganize it... analyzes the views of informed persons... examines the major remedies proposed for the ills of metropolitan government as they bear upon the housing situation. The conclusions and recommendations set forth point the way to a more effective approach to the problems.

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